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EDUCATION WEEK

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Justices Weigh Suit Attacking Abortion Limits

Illinois Law Mandates 1-Day Wait for Girls

By Tom Mirga

WASHINGTON—A lawyer for the State of Illinois urged the U.S. Supreme Court last week to uphold a state law requiring that physicians notify the parents of minor girls seeking abortions and wait 24 hours before performing the procedures.

The lawyer, Michael J. Hayes, noted that a federal appellate decision overturning a part of the law in May 1985 had cast doubt on the constitutionality of 22 other state laws requiring either parental notification or consent before girls can terminate their pregnancies.

"Other states are confused and unclear," Mr. Hayes said. "They need to know whether the boundaries of the statutes fit within the constitutional framework."

Colleen K. Connell, the lawyer representing the class of doctors and girls who challenged the law, argued that the lower-court proceedings were incomplete and that the Justices therefore should decline to rule on the substantive issues raised in the suit.

But if the Court disagrees with that point, she added, it should vote to strike down the law because it violates girls' due-process right to privacy under the 14th

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The Ins and Outs Of New Asbestos Rules

Beginning next month, public- and private-school officials must begin to comply with elaborate new federal rules for inspecting, controlling, and monitoring any asbestos present in school buildings. For information on what to do, and how and when to do it, see pages **10** and **11**.

J. Conrad Williams Jr./Newsday Photo

Districts Pushed to Financial Brink See States as Lender of Last Resort

By William Montague

For school officials in Vermilion, Ohio, the financial roof fell in earlier this year when their largest taxpayer, a nearby Ford Motor Company assembly plant, was declared a "foreign trade zone."

The designation—awarded under a federal program designed to make American firms more competitive in the world market—allowed the automobile manufacturer to exclude its sizable inventory of new cars from the school district's tangible property tax.

The result was a $1.3-million reduction in the district's budget, and an immediate—and unexpected—fiscal crisis.

"We had to cut in every area we could," said Jack D. Hook, the district's superintendent. "We're down 51 employees from where we were a year ago."

But even the most draconian cuts could not balance the school system's books in time to avoid a default. So this fall, Vermilion joined a long line of Ohio districts, 23 in all, that have requested emergency loans

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Study Examines Forces Affecting Racial Tracking

Findings Drawn From Survey of 173 Districts

By William Snider

A pervasive pattern of disparate treatment for black and white students is documented by an elaborate new analysis of data on 173 large urban school districts.

The research confirms and elaborates upon phenomena that critics of various school "tracking" mechanisms have long pointed to. But it also paints a broader portrait of the relationship between the political participation of blacks and the degree of differential treatment of black pupils in schools.

One of its most significant findings is, for example, that as the proportion of black teachers in a school district increases, the proportion of black students who are assigned to special-ducation classes, suspended, or expelled decreases.

This phenomenon, which many experts have long suspected but which has not previously been documented on this scale, occurs because "black teachers are probably less willing to decide that a black student is not teachable in a regular classroom," said one of the three authors of the study, Kenneth J. Meier, a professor of political science at the University of Wisconsin at Madison.

The researchers also found that dis-

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Two Unlike Districts Like 'Collaborative School' Goal

By Blake Rodman

Two neighboring school districts in Massachusetts—one urban and the other suburban—are working together on a plan that would meld students from their racially and economically different jurisdictions into one jointly run school.

Under the plan, which has taken shape over the last two years, the Lawrence and Andover school systems would build, staff, and run a 1,200-student elementary school that would be attended on a voluntary basis by students from both communities.

Local and state school officials said last week that the creation of such a school by an urban and suburban district to foster racial, social, and economic integration would be unprecedented in the state. Nationwide, few, if any, such collaborations have taken place voluntarily, they said.

Currently, local officials are drafting legislation that will enable the districts to legally forge an agreement and pay for the plan, which has been hammered into rough form by nine committees and task forces over the past year.

Whether the plan will move from the drawing board to reality now depends to a large degree on the state legislature.

Normally, the state picks up 90 percent of the costs of new urban schools being built to promote integration; it does not pay for the purchase of the school site.

But because of the unique nature of the collaboration—and because the proposed

Continued on Page 17

Districts, Insurers Spar Over Cost of Spec.-Ed. Services

By Debra Viadero

SCOTTSDALE, ARIZ.—School systems trying to recoup from insurers some of the staggering costs of providing special services to disabled students are being thwarted, experts said here last week, by the diminishing health coverage available to many handicapped children.

While more and more states and school districts look for ways to tap Medicaid and private insurance for the noneducational expenses of special education, they said, schools continue to shoulder almost exclusively the burden of paying for so-called "related" services, such as physical therapy.

And trends in health-care coverage offer little indication that relief is in sight, they said.

"In education, you have the concept of 'free, appropriate, public education,' for the handicapped," said Josephine Gittler, co-director of the National Maternal and Child Health Resource Center at Iowa State University. "But among health providers, the concept of 'free' services is not accepted and it may even be anathema to some of them."

Ms. Gittler spoke last Tuesday during the

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Also in the news

New 'Vision' Charted For Math Instruction
The National Council of Teachers of Mathematics has set forth in a draft report a "clear statement" of what should be accomplished in K-12 math programs.

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Early-Childhood Field Gains Political Clout
Increased attention has convinced experts that the time is ripe for major advances, but they are warning that the opportunity could be lost without better collaboration.

8

Questions Grow for New Nominee to Court
Lobbyists are voicing concern over Douglas H. Ginsburg's past, including the role he played as a White House official in derailing a proposed ban on asbestos.

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IN SUMMARY

Good News in the South
American-history scores of 11th graders in seven of eight Southern states participating in a new assessment surpassed the national average, while scores for black students tested exceeded those of their black counterparts nationwide. **Page 5.**

Preparing for the Future
To cope with new technologies and function effectively in a rapidly changing world, students will need broad knowledge and skills, according to participants in an international forum on the outlook for education in the 21st century. **Page 5.**

'Ghost Classes' in Vermont
The state's chief school officer is seeking to revoke the teaching certificate of a former school superintendent for allegedly participating in a "ghost class" scheme to award continuing-education credits to educators for courses never taken. **Page 6.**

A Matter of Privacy
Federal officials are questioning a form used by the Baltimore public schools to determine the eligibility of students for Chapter 1 services that requests intimate family data on such matters as income, health, and prison records. **Page 6.**

Down With 'Urban Chauvinism'
Declaring they are not a "minority" and claiming that urban schools get the lion's share of federal attention, leaders of two rural-education associations are calling for greater geographic equity in the distribution of federal largesse. **Page 7.**

Some Won, Some Lost
In last week's off-year election, voter reaction to school-related issues on state ballots was mixed, with bond issues approved in Maine, for example, but defeated in Washington State, and with Ohio voting to use its lottery to aid education. **Page 12.**

An Effort To Save School Funds
As Congressional leaders struggled to find ways to reduce the federal deficit, 113 House members from both parties appealed to their colleagues last week to spare education and training from major budget reductions. **Page 14.**

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ACROSS THE NATION

NATIONAL

Mayors Say Federal Drug Funds Delayed by Tangle of Red Tape

Much of the money appropriated by the Congress last year for local drug-education programs remains tied up in bureaucratic red tape at the state level, according to a report by the U.S. Conference of Mayors.

The report, based on a survey of 42 cities around the nation, concludes that only a small fraction of the emergency funding has actually been spent on programs aimed at preventing drug abuse.

Officials in only 14 of the cities surveyed were aware that federal money was available for anti-drug efforts in schools, a spokesman for the mayors' conference said last week. Of those cities, he said, only five had actually received funding.

According to Michael Brown, the group's spokesman, the five cities have spent a total of about $1 million in federal drug-education funds. An additional $2.3 million has been allocated by state authorities but not yet spent, he added.

As part of an omnibus bill approved in October 1986, the Congress made $200 million available for school-based drug programs this year.

Of that total, about $181 million has been released by the U.S. Education Department, according to a department spokesman.

The president of the conference, Mayor Richard Berkley of Kansas City, Mo., called on federal officials to avoid "a bureaucratic tangle of federal and state checkpoints" by bypassing state governments in the future and transmitting the drug-education aid directly to cities. Any such changes would have to be approved by the Congress, the Education Department spokesman noted.

U.S. West To Spend $20 Million On 'Educational Excellence' Efforts

U.S. West, one of the seven regional Bell telephone companies, will spend $20 million over the next five years on programs aimed at "ensuring educational excellence at the primary, secondary, and postsecondary levels," company officials have announced.

The money will be used to fund existing reform efforts at both public and private institutions and to encourage partnerships between educators, parents, and business leaders, a spokesman said last week.

U.S. West will also create a fellowship program to reward excellent teachers in areas served by the company, which operates local telephone systems in 14 states in the West and Midwest.

The company will pay the salaries and expenses of three fellowship winners while they spend a year improving their professional skills. Eleven other finalists will receive $5,000 cash awards for professional-development activities.

"We have a tremendous stake in educational excellence in our states," Jack MacAllister, chairman of the board of U.S. West, said in a statement. Mr. MacAllister said the company's interest in education had been heightened during its recent search for a site for a new high-technology research laboratory. As part of that process, he said, four company officials toured all the states in U.S. West's service area.

"We saw a renewed commitment to education wherever we went," Mr. MacAllister said. "We also have a strong desire to help in this educational renaissance."

■ **The number of college freshmen** declined from 1985 to 1986, while overall college enrollment, fueled by an increase in the number of part-time students, rose over that period, according to a new report by the College Board. The board's annual survey of colleges found that freshman enrollment dropped from 2.57 million in 1985 to 2.49 million in 1986, a 3.1 percent decrease, and that freshman enrollment in two-year colleges dropped even more sharply, by 5.2 percent.

Overall undergraduate enrollment increased by 1.2 percent during the same period, the report found, even though full-time enrollment declined slightly. Part-time enrollment increased by 3.3 percent.

STATES

Center Formed To Help States Deal With Teen-Age Pregnancy Issues

Six organizations representing state officials last week joined with the American Public Welfare Association to form a national consortium on problems related to teen-age pregnancy.

Described as the first initiative of its kind, the new Center for State Action on Adolescent Pregnancy will provide states with information and referral services, as well as direct technical assistance in setting up programs to deal with the issue. It is expected to begin full operations next fall.

"We believe the state center marks a turning point in our ability to grapple with this complex issue," said Linda A. Wolf, associate director of the Washington-based A.P.W.A. and chairman of the consortium.

Other organizations joining the consortium are the Association of State and Territorial Health Officials, the Council of Chief State School Officers, the Interstate Conference of Employment Security Agencies, the National Association of State Boards of Education, the National Conference of State Legislatures, and the National Governors' Association.

A planning grant for the effort was provided by the Carnegie Corporation of New York and the U.S. Department of Health and Human Services.

■ **Florida public-health officials say they may abandon a plan** to create the first group home for teen-agers carrying the AIDS virus after encountering strong opposition from residents of two communities considered as sites for the home.

State officials proposed establishing such a home in Beach Haven last summer after coming under sharp criticism from civil libertarians for briefly placing a sexually active 14-year-old with AIDS-related complex in a mental institution. When Beach Haven residents objected to the plan, the town of Beulah was chosen as the site last month, but opposition from that community has also been strong.

A spokesman for the state department of health and rehabilitative services said last week that public-health officials were considering alternatives to the group-home concept, including the creation of special foster homes, for adolescents who carry the AIDS virus and are sexually promiscuous.

Banishing Balloons, Bouquets, and Belly Dancers

"It started with one or two singing telegrams," said Marvin G. O'Hare, assistant superintendent of schools in Dubuque, Iowa, "then it began to mushroom."

He was referring to a fad that has resulted in almost daily deliveries of balloons, bouquets, candy—and even a belly dancer—at one city high school, and which has mobilized the principals of other schools to recommend a districtwide policy on the matter.

Students at Hempstead High School began remembering one another's birthdays and special occasions this year with the services of a firm that specializes in such hand-delivered commemoratives.

But, as Donald Moody, the school's principal, told district officials last month, the harmless gesture soon grew to unmanageable proportions. His 1,800-student school was receiving between five and 10 surprise deliveries a week, he said.

Because of the general disruption the practice was causing, Mr. Moody has asked district officials to consider drafting a formal policy on the matter, making a distinction between the occasional delivery of balloons and flowers that might be used as part of school activities and the sometimes exotic surprises ordered up for individuals.

High-school principals in the area are scheduled to recommend such a policy to the school board next month—just in time for the poinsettia season.

—K.G.

Peter Steiner

Colleges That Fail To Trim Default Rates Will Lose Aid, Bennett Says

By Robert Rothman

WASHINGTON—Calling postsecondary institutions partly responsible for a "disgraceful" increase in student-loan defaults, Secretary of Education William J. Bennett last week warned colleges and proprietary schools to reduce their default rates to below 20 percent by 1990 or risk losing all federal student aid.

Noting that defaults on Guaranteed Student Loans are expected to cost the federal government $1.6 billion in fiscal 1988, Mr. Bennett said at a press conference here that institutions that fail to reach the target "deserve" to lose federal funds.

"We trust that the new policy will lead many institutions to lower their default rate to a level where they will be able to remain in the program," Mr. Bennett said.

"But there are some institutions that will not act to meet this standard," he continued. "Those that do not should not remain in a program designed to promote educational opportunity, not educational default."

Without revenues from federal student aid, many institutions would go out of business, Mr. Bennett said, adding, "I think you are going to see a fairly dramatic change in the landscape in higher education."

But he insisted that "this plan will not deprive any student of a postsecondary education.

"Students can take their student aid and study at the thousands of responsible institutions that exist," Mr. Bennett said. "Indeed, they will be better off doing so."

Loan costs currently represent the third-largest expenditure in the Education Department's budget, according to Senator Claiborne Pell, Democrat of Rhode Island and chairman of the Senate Subcommittee on Education, the Arts, and Humanities.

In a speech to bankers last week, Senator Pell warned that continued growth in the default rate threatened the future of the G.S.L. program.

Cost of Defaults

Although the rate itself has risen only moderately in recent years, an increase in the volume of loans has substantially boosted the total dollar amount of defaults.

The Administration has stepped up efforts to collect overdue loans from borrowers, and recent Congressional measures have provided incentives for private lenders participating in the program to reduce defaults, Mr. Bennett said. But colleges and other postsecondary schools "bear a responsibility as well," he argued.

Analyzing data from 7,295 postsecondary institutions, department researchers found that 30 percent—or 2,190—had default rates of more than 20 percent in 1986, and 500 had default rates exceeding 50 percent.

The schools with high default rates most typically are community colleges, historically black colleges, and proprietary institutions, such as trade and technical schools.

Under the policy announced last week, which does not require Congressional approval, the department's inspector general will investigate institutions with default rates of more than 50 percent to seek evidence of waste, fraud, or abuse.

In addition, Mr. Bennett said, the department will calculate each institution's default rate in December 1989 and December 1990. Those with rates above 20 percent in 1990, he said, will immediately be subject to limitations on the amount of federal loans they can receive, and to temporary suspension from the loan program or elimination from all federal student-aid programs.

Mr. Bennett has sent a letter outlining the details of the plan to every postsecondary institution participating in the G.S.L. program.

Institutions can take a number of actions to reduce default rates, Mr. Bennett says in the letter.

These include, he writes, "admitting only those students who can benefit from their programs; adopting less punitive refund policies; providing better debt counseling and consumer information to students; sharing information on students and defaulters with lenders and guarantee agencies; and taking steps to improve the outcomes of their programs for students."

Postsecondary Officials React

Robert H. Atwell, president of the American Council on Education, said last week he agreed that "institutions need to have some responsibility" in reducing defaults.

"Their role wasn't clear in the past," he said in an interview. "We ought to make it clear in the future."

In an Oct. 28 letter to all college and university presidents, Mr. Atwell urged them to "move aggressively to implement" new federal measures aimed at reducing defaults.

Other postsecondary officials said that while they shared Mr. Bennett's concerns, they had doubts that his new policy would be effective.

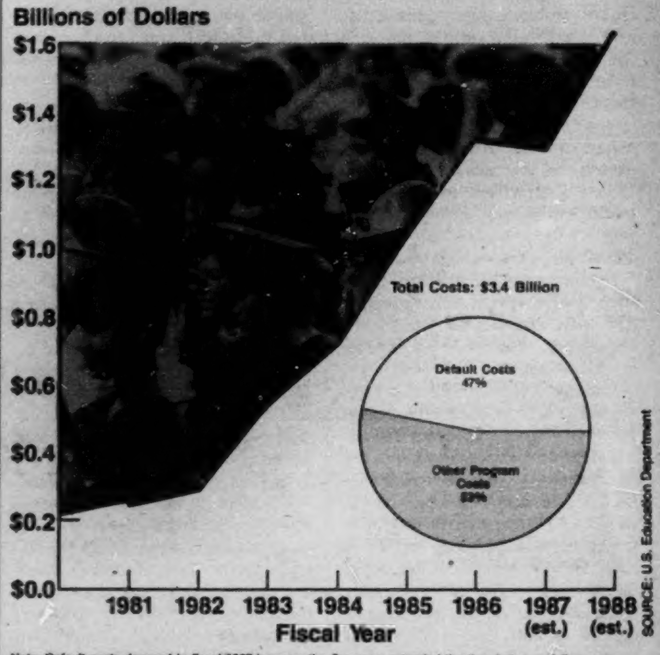
"The Secretary still assumes educational institutions can have a significant effect on reducing the default rate," said William C. Clohan Jr., a lawyer for the Association of Independent Colleges and Schools, which represents some 650 for-profit schools that train students in business and health sciences. "I'm not convinced that's the case."

Institutions with high proportions of low-income students, such as proprietary schools and community colleges, are likely to have high default rates, he said, since socioeconomic background is linked to "the propensity of a borrower to default."

Furthermore, he added, under the department's calculations, institutions receive no credit when the federal government recoups defaulted loans. The department last year collected $516 million in defaulted loans, and is expected to collect an additional $656 million this year.

Mr. Clohan said his association and the National Association of Trade and Technical Schools had issued a pamphlet listing activities institutions can undertake to reduce defaults. The associations plan to conduct 50 training sessions this year to help member schools initiate such activities, he said.

Annual Federal Expenditures for Defaults In the Guaranteed Student Loan Program



SOURCE: U.S. Education Department

Note: Default costs dropped in fiscal 1987 because the Congress extended the time between delinquency, default declaration, and E.D.'s default payment—thus delaying the fiscal year in which the costs are incurred and artificially lowering the 1987 cost levels, according to the department.

Lobbyists Analyzing Ginsburg's Role in Derailing Asbestos Regulations

By Julie A. Miller

WASHINGTON—Lobbyists scrutinizing Douglas H. Ginsburg's nomination to the U.S. Supreme Court are examining the role he played as a top White House official in derailing a proposed ban on asbestos.

The regulatory change of signals in 1984-85 reportedly affected the Environmental Protection Agency's consideration of proposed school-asbestos rules.

That and other elements of Mr. Ginsburg's record as head of the Office of Management and Budget's information and regulatory-affairs office from July 1984 through September 1985 appear likely to become a topic of debate when the Senate Judiciary Committee opens hearings on his nomination as Associate Justice.

The hearings are not expected to begin before the end of the year.

Senators are also expected to question Mr. Ginsburg closely about his revelation late last week that he had smoked marijuana on several occasions during the 1960's and 1970's.

The disclosure has reportedly upset conservative senators who voted to approve the nomination of Robert H. Bork, President Reagan's first choice for the Court.

Unlike Mr. Bork, who clearly staked out his judicial philosophy in numerous articles and speeches over two decades, Mr. Ginsburg will not offer lawmakers much documentation on his views on the key constitutional issues of the day. Moreover, the handful of majority opinions he has written in his year as a federal appellate judge generally have focused on highly technical matters of antitrust law, in which he previously specialized as an assistant attorney general in the Justice Department.

But his apparent support for shifting rulemaking and enforcement authority from the federal government to the states and the private sector raises "critical questions" about how he would rule on a wide range of issues, said Gary Bass, executive director of O.M.B. Watch, a public-policy group that monitors the budget office's activities.

His views have "tremendous implications for freedom of information, for the question of who pays for what," Mr. Bass said. "Would he argue that there is no [federal] ability to pre-empt state law in areas like civil rights or special education?"

Noting Mr. Reagan's pledge to nominate someone as controversial as Mr. Bork, Ralph G. Neas, executive director of the Leadership Conference on Civil Rights, said, "We have to take the President seriously."

"We are looking very carefully at the judicial philosophy and record of Douglas Ginsburg," Mr. Neas said. "If he does not understand the role of the federal courts in protecting individual liberties and does not have a commitment to equal justice under the law, the opposition to him will be as vigorous as the opposition to Bork."

'Chicago School'

Before coming to Washington, Mr. Ginsburg taught at the Harvard Law School for eight years. Like Judge Bork, he is identified with what is known as the "Chicago school" of legal thought, which favors reliance on market forces, opposes government regulation, and advocates basing legal decisions on analyses of social costs and benefits.

The O.M.B. office that Mr. Ginsburg headed was created by the Paperwork Reduction Act of 1980, which mandated that O.M.B. review all proposed regulations and require agencies to perform cost-benefit analyses for proposed rules.

During Mr. Ginsburg's tenure there, the office mounted an anti-regulatory campaign that primarily affected environmental and safety standards, including the proposed rules on asbestos.

In 1983 and 1984, the Environmental Protection Agency proposed an outright ban on four types of asbestos products and the gradual restriction of the amount of asbestos produced in the United States. Under pressure from Mr. Ginsburg's office, the E.P.A. withdrew the proposals and shifted the issue of asbestos regulation to other federal agencies.

That decision was reversed after intense public scrutiny and investigations by two Congressional committees.

Asbestos in Schools

At the time that controversy was raging, the E.P.A. was also considering toughening existing rules that required schools to inspect for asbestos and to notify employees and parents when the substance was discovered. Labor unions, education groups, and others who lobbied for the rules said pressure from O.M.B. was "a critical factor" in derailing the new mandates for schools.

As a result of the O.M.B.'s efforts, the lobbyists alleged, the E.P.A. decided against issuing rules to require schools to remove or contain asbestos when it was found. The Congress mandated such action in a law passed in 1986. *(See page 10.)*

Mr. Ginsburg also oversaw the drafting and implementation of an executive order increasing O.M.B.'s regulatory review powers.

The order requires agencies to submit all intended regulatory activities—including research on possible regulations—to the budget office before the rules are even proposed, and before any public notice. The budget agency then reviews the plans for consistency with Administration "policy and priorities."

According to O.M.B. Watch, Mr. Ginsburg also wrote a policy directive restricting federal agencies' data-collection activities. It ordered agencies to gather only information required by law or "essential to the agency's mission" that does not duplicate information available from other government or private sources.

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Test Scores Tied To State Aid in Connecticut Plan

New Finance Formula Targets Needy Pupils

By Robert Rothman

Connecticut would become the first state to allot general aid to school districts partly on the basis of deficiencies in student test scores, under a plan approved last week by a committee appointed by the state legislature.

The plan, designed to target a bigger share of state money to districts with large numbers of disadvantaged students, will be considered by the state board of education next month before it is submitted to the legislature for approval.

"This will be a powerful tool in driving money where we have the greatest need," said Commissioner of Education Gerald N. Tirozzi, who served on the 19-member panel charged with rethinking Connecticut's school-finance formula.

Among other provisions aimed at promoting greater equity in funding, the proposal would require the state to factor into each district's aid allotment the number of district students scoring at the remedial level on the state's mastery-learning tests.

"If a population of children has not reached mastery level, they need whatever it takes—smaller class sizes, more equipment," said another panel member, State Representative Naomi Cohen.

The formula change would help ensure that "services provided children in poor areas give them the same chances as children in wealthier areas," said Ms. Cohen, who is House chairman of the legislature's joint committee on education.

According to Chris Pipho, director of clearinghouse information for the Education Commission of the States, "nobody has put general finance aid into the mode" being contemplated in Connecticut.

Other states, such as Florida and Indi-

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David W. Hornbeck

Chiefs Urge That States 'Guarantee' School Quality for Those 'At Risk'

By Lynn Olson

A bold new proposal drafted by the nation's chief state school officers calls on states to "guarantee" a high-quality precollegiate education to those students deemed least likely to finish high school.

The chiefs were expected to endorse the seven-page policy document this week. It represents the clearest signal yet that state officials are ready to be held accountable for the academic performance of all students within their jurisdictions.

Among the 11 "guarantees" for at-risk students included in the chiefs' policy statement is the right to attend a school with a demonstrated record of "substantial and sustained" student progress.

The statement also envisions that each student would be guaranteed access to preschool education and to an individual "teaching and learning plan," approved by the student and his or her parents. *(See list of "guarantees," page 17.)*

David W. Hornbeck, outgoing president of the Council of Chief State School Officers, said the proposals represent a "basic understanding" that major structural revisions are needed to change a school system in which one in four students does not graduate from high school, and nearly 13 percent of 17-year-olds still enrolled are "functionally illiterate."

"The issue," said Mr. Hornbeck, state su-

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Publishers, Educators Trade Blame for Content Decline

By Kirsten Goldberg

NEW YORK—Textbook publishers this month convened what was to be a meeting of the minds here with curriculum planners on the decline in religious content in their books.

But the curriculum representatives instead got a piece of the publishers' minds—and an invitation to share the blame for the inadequacies of contemporary texts.

Rallying against what they called "textbook bashing," the publishers said the alleged lack of depth and controversy in their books was a product of market forces—and that any slight to religion could be traced back to teachers and curriculum planners.

"[They are] attacking us for not including religion," said Richard G. Ravich, social-studies product manager for D.C. Heath and Company. "But teachers are not asking for it."

The Nov. 4 meeting between representatives from the Association for Supervision and Curriculum Development and the Association of American Publishers was called in the wake of several major reports this year citing the lack of adequate coverage of religion in American-history and so-

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Bennett's Call Sealing Ginsburg's Fate Sets Off a Furor

By Julie A. Miller

WASHINGTON—Secretary of Education William J. Bennett played a central role in a distinctly noneducational imbroglio last week when he volunteered to deliver the bad news to Douglas H. Ginsburg, the ill-fated U.S. Supreme Court nominee who had admitted having used marijuana.

Mr. Ginsburg acknowledged Thursday, Nov. 5, that he had smoked the drug while a college student and "on a few occasions" in the 1970's. On Nov. 6, Mr. Bennett talked with the President and then urged the nominee, in a telephone call, to withdraw from consideration. On Nov. 7, he did so.

What happened between those events and in their aftermath constitutes a classic Washington tale, featuring press leaks that misfired, public statements that appeared to contradict private actions, and panic in the face of political embarrassment.

Washington political hands differed in their assessments of the role played by Mr. Bennett. They variously described him last week as either a willing Administration "spear carrier," a loyal conservative who took the heat for his President, a dogmatic anti-drug crusader, or an opportunist who shoehorned himself into a situation that did not concern him.

The White House press office could not be

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Also in the news

4 **'Healthy Dissension' Evident At Special-Education Forum**
A new independent group of experts in the field meet for the first time to "get a debate going"—and succeed.

5 **Bilingual-Education Battle Looms in New Jersey**
The New Jersey Board of Education is under attack for easing the exit requirements for bilingual programs.

8 **Southwest States Urged To 'Rethink' Education Structure**
Dramatic growth in the region's minority populations will have far-reaching education consequences, a report warns.

Seeking an 'Appropriate Education' for the Deaf

New Study Revives an Old Debate

By Debra Viadero

David Martin, dean of Gallaudet University's college of education, can still recall the panic he felt as a young teacher in the 1960's when a deaf child was "mainstreamed" into his 6th-grade classroom.

"I didn't know what to do," he says, "so I just put her in the front row where she could lipread."

He has had many years and much experience to learn from since that first awkward venture into education for the deaf, and he sighs as he finishes the anecdote.

"Boy, I wish I had that one to do over again," he says.

But for every teacher who, like Mr. Martin, has schooled himself in the special needs of deaf children since passage of federal laws barring discrimination against the handicapped, there are others who remain stymied when forced to confront

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Rob Harper/S.C. Department of Education

Sign language is still central to century-long disagreements.

IN SUMMARY

A Call for Health Clinics
An independent research group is urging New York State lawmakers to allocate $14 million over the next three years for the development of health clinics in public schools across the state. **Page 5.**

Elections and Desegregation
Mandatory student busing and other vexing issues related to school-desegregation efforts figured prominently in school-board elections in a number of cities this month. **Page 6.**

Formidable Barriers to Reform
Five years after adopting the first major school-reform bill of the 1980's, Mississippi has made progress, but officials say the state has a long way to go to realize its goals for education. **Page 8.**

The Limits of Discipline
The U.S. Supreme Court has heard arguments on the issue of how far schools can go in disciplining violent special-education students, but a technicality may make the case moot. **Page 12.**

Caring for Children
Deploring the lack of U.S. policies and programs ensuring the welfare of children, witnesses last week urged the Congress to guarantee children adequate health care and education. **Page 12.**

Negotiations on Spending
As a "summit" aimed at averting automatic federal budget cuts reached an impasse, House and Senate conferees met last week to iron out differences in their education spending bills. **Page 13.**

Following Through
The Follow Through program for K-3 pupils who took part in Head Start or similar programs will hold its first open grant competition since 1967, federal officials have announced. **Page 14.**

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FORUM
"The School Calendar and Other Issues."
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ACROSS THE NATION

NATIONAL

Sexual Activity, Drug Use Said Putting Young at Risk for AIDS

A new report by the Center for Population Options marshals statistics about teen-age sexual behavior and drug use to support its call for teaching adolescents how to reduce the risk of contracting AIDS.

Although adolescents now account for less than 1 percent of the reported cases of acquired immune deficiency syndrome, according to the report by the Washington-based organization, their behaviors may put them at increased risk for exposure to the AIDS virus.

The report notes, for example, that half of all high-school boys and one-third of their female classmates nationally are estimated to have had sexual intercourse and that one in seven teen-agers contracts a sexually transmitted disease each year.

Of those sexually active adolescents, it adds, only one-third regularly use condoms or other forms of contraception. Health experts say that condoms, if used properly, can help protect against exposure to the virus.

The report also estimates that 200,000 teen-agers have taken drugs intravenously—another activity that makes them vulnerable to AIDS infection.

The comprehensive, 35-page publication offers recommendations for the content and methods of AIDS education. Copies of the report, "AIDS and Adolescents: The Time for Prevention Is Now," are available for $10 each from the Center for Population Options, Publications Department, 1012 14th St., N.W., Suite 1200, Washington, D.C. 20005.

STATES

New Connecticut Certification Rules Require Professional Development

The Connecticut Board of Education has approved a set of regulations that would, for the first time, require all teachers in the state to continue professional development in order to retain their certification.

The regulations, which will go into effect next July if approved by a committee of the legislature, would also establish an alternative-certification system to enable people to enter teaching from other careers.

"These are important regulations," said Gerald N. Tirozzi, the state's commissioner of education. "They will allow us to fully implement the broad-based program we have for improving the standards of the teaching profession."

The Connecticut Education Association, which generally supports the new rules, has filed suit to block a provision that would require teachers who already hold lifetime professional certification to earn new five-year certificates. The union charges that the permanent certificates are a property right that the state cannot take away.

Under the rules, teachers entering the profession would receive initial certification for one year. Upon completion of a teacher-support and assessment program, including in-class observations, teachers could receive provisional certification for three to eight years.

After amassing 30 teaching-related credits, teachers with provisional certification could earn professional certification. In a departure from current law, teachers would have to renew such certification every five years and earn at least nine continuing-education credits each time.

The regulations spell out provisions in the state's 1986 Education Enhancement Act, which authorized the new system. The law also provided state funds for districts that raised teacher salaries.

Delay on Tougher Admissions Rules Criticized by North Carolina Board

Members of the North Carolina Board of Education have criticized a decision by the University of North Carolina to delay for two years the implementation of higher admissions standards, saying the delay could undermine the credibility of high-school guidance counselors who have urged students to take tougher courses.

The new standards, which require students to pass 12 courses in core areas, were scheduled to take effect in 1988. But after a university survey found that nearly half of the state's high-school students were unaware of the stricter requirements, officials decided to delay using them until 1990.

Patricia Neal, a member of the state board, objected to the decision, however, citing a survey by the board that showed that a "vast majority" of students know about the requirements. Guidance counselors have been effectively preparing students, she said, and to delay the standards would call their advice into question.

Raymond Dawson, senior vice president for academic affairs at the university, said he did not think the decision would hurt guidance counselors. "The change was made by us and we'll take the rap for it," he said.

■ **High-school seniors in Alaska** are more disappointed with their education than at any time since an annual survey of seniors began in 1978, state education officials report.

The proportion of respondents who rated their education "poor" jumped to 23 percent last spring, after holding steady at approximately 9 percent for the first nine years of the survey, said Kerry Romesburg, director of the Alaska Postsecondary Education Committee, the agency that conducts the poll.

Compared with previous years, he added, a significantly higher proportion of the seniors surveyed said they did not plan to return to their economically depressed home state following graduation from an out-of-state college.

"What we're seeing is a reaction to the troubled economic times that we're in," Mr. Romesburg said. The once-booming state has been hurt by declining energy prices in recent years.

■ **Kentucky's Pritchard Committee for Academic Excellence,** terming the impact of the national school-reform movement "more regulation than inspiration," is looking for 5 to 10 blue-grass high schools to participate in a project to improve the quality of students' academic experience.

With support from the Kentucky Humanities Council, South Central Bell, and the state education department, the citizens' organization will work with participating schools to find new ways to "inspire, motivate, and re-awaken students to the vital and lively processes of learning."

Such experiments, the Pritchard group says, could involve self-paced learning, rearranged class schedules, and innovative teaching techniques initiated by teachers. "The point is to focus entirely on students, and not be limited by traditional organization, which has become convenient for management but not always constructive for students," says Stephen A. Henderson, the project's director.

DISTRICTS

Nebraska Board Resigns To Avoid Personal Liability in Lawsuits

The nine-member school board of the Oakland-Craig district in northeastern Nebraska has resigned in an attempt to avoid personal liability for any judgment resulting from $22 million in lawsuits filed against the district.

The board resigned Nov. 2, a day before the suits went to trial in Burt County District Court. The suits charge the district and the board with liability in a 1984 school-bus accident. After a three-day break, testimony was scheduled to resume late last week and could continue for several weeks.

The suits were filed by Jean Dahlgren, whose husband, Duane Dahlgren, was severely injured when a truck in which he was a passenger collided with a school bus. One suit seeks $12 million for special and general damages for Mr. Dahlgren. Another seeks $10 million in damages for Mrs. Dahlgren for loss of the companionship and support of marriage.

If the court awards a large judgment, the 400-student district will face severe financial problems, said Superintendent Paul Heller, because its insurance carrier, Iowa National Mutual Insurance Company, went into bankruptcy three months after the accident.

The Nebraska Property and Casualty Guarantee Fund will pay up to $300,000 in claims filed against policyholders whose insurance companies go bankrupt.

Based on awards in similar suits in the state, Mr. Heller said he was "pessimistic" about the district's chances of avoiding liability. "The question is how severe the judgment will be," he said.

The district's affairs are now being overseen by a court-appointed receiver. Before resigning, the board authorized the receiver to file for Chapter 9 bankruptcy for the district in the event of a large judgment.

The suits were filed in the summer of 1985 after the board rejected a $5-million settlement proposal.

Los Angeles Officials Deny Requests For Transfers to New District

The Los Angeles board of education has denied permission to 29 students seeking to transfer to a nearby school district under a new state law that allows children to enroll in the district where their parents work, rather than where they live.

The transfers to the Santa Monica-Malibu school district were denied on a unanimous vote this month because loss of the students, most of whom are white, would have weakened the Los Angeles district's efforts to integrate its schools, officials

STATE CAPITALS

States Warned on Minority Needs

By Blake Rodman

Unless five Southwestern states do a better job of educating their rapidly expanding minority populations, the overall level of education in the region will drop dramatically, warns a new report by an interstate education organization.

Such a decline, the report notes, would occur just as the changing regional economy needs a more highly skilled and educated workforce.

With minority populations that in the foreseeable future will constitute a statewide majority, the five states—Arizona, California, Colorado, New Mexico, and Texas—"stand at a crossroads," according to the report, prepared by the Western Interstate Commission for Higher Education.

"If education is not made more effective for minorities than it has been," it states, "we will fall behind in achieving our goals of social justice and in meeting our needs for economic growth."

The report, "From Minority to Majority: Education and the Future of the Southwest," urges educators and policymakers at all levels to "rethink and redefine the meaning of education in a truly multicultural society."

Because of the complex nature of the problem of minority underrepresentation and underachievement in education, the report says, "isolated action will not be as effective as systematic actions aimed at all sectors of education."

It recommends, for example, that school districts and schools of education work together in an effort to generate an adequate supply of minority teachers to serve as role models for black, Hispanic, and other minority pupils.

'Self-Interest'

WICHE is a regional 14-state compact formed in 1953 to help meet the educational needs of the West through interstate programs and other cooperative efforts.

Last year, the compact formed a 31-member "policy committee on minorities in higher education," comprising leaders from education, business, and government, to examine demographic trends and how they relate to the educational needs of the Southwest.

Higher education, the report notes, has a "self-interest" in helping a greater percentage of minority youths succeed at the precollegiate level.

"If the necessary changes and improvements are not made" throughout the educational system, it states, college "enrollments will drop, programs or institutions may be forced to close, and public support will be diminished."

Minority Majority Ahead

The committee's report presents a detailed picture of the region's changing demography and offers a comprehensive "plan of action" that includes broad goals and dozens of recommendations.

Currently, nearly one-third of the people living in the five states studied are members of minority groups, according to the report. For children under the age of 5, it says, the proportion jumps to 45 percent.

If current trends continue, it predicts, minorities will constitute the majority of people under age 30 around the turn of the century, and will become the majority of the Southwest's total population shortly thereafter.

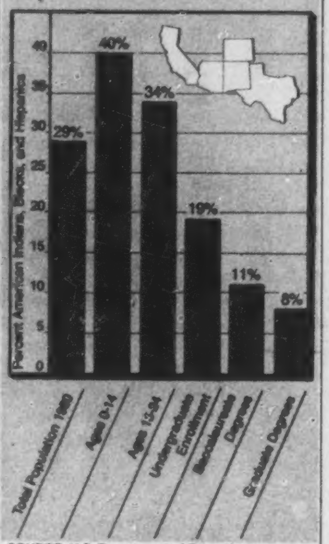
Of the minority groups in the region, blacks, Hispanics, and American Indians are particularly underrepresented in education at all levels, the report says, adding that they face very limited economic opportunities as a result.

"The convergence of these conditions—continued minority population growth and limited minority participation in education and the economy—portends a disheartening future for a growing proportion of the population and for the region as a whole," it argues, "unless appropriate actions are taken soon."

Role Models Needed

A critical problem discussed in the report is lagging minority representation in the teaching force and in education-leadership positions.

Minorities in the Southwest States of Arizona, California, Colorado, New Mexico, and Texas.



SOURCE: U.S. Department of Education

The problem, it says, is that minority children need minority role models, but have few in the public schools. One of the stated goals of the report is to bring more members of minority groups into teaching and school administration.

Already, it notes, minority representation in teaching lags behind the proportion of minorities within the population as a whole.

And as the Southwest's minority

Continued on Page 10

Mississippi Gauges 5 Years of Reform

By William Montague

Five years after enacting the nation's first comprehensive package of education reforms, Mississippi is struggling to realize the high hopes for the future that accompanied that legislation.

As in many Southern states, Mississippians have found that the job of building better schools and a brighter economic future in the nation's poorest region is a daunting one. But progress is being made, they say.

Few states have faced more formidable barriers to that progress than Mississippi. The state ranks lowest in the nation in per-capita income and highest in the number of children living in poverty. More than 38 percent of the state's students do not complete high school.

Such statistics prompted then-Gov. William Winter to put forward a sweeping reform proposal in 1982—more than a year before a Presidential commission triggered a nationwide call for change with its landmark report, "A Nation at Risk."

While that report eased the way for major reforms in nearly every Southern state, opposition to the Mississippi legislation was fierce. The costly package was only approved after lengthy debate in the state legislature.

The bill gave Mississippi mandatory kindergarten programs and a new get-tough attendance law, increased teacher salaries, paid for classroom aides, and created a number of commissions to study other major issues.

Mississippi has since restructured its board of education, shifted from an elected to an appointed state superintendent, and developed a new teacher-appraisal system. High-school students now must pass a functional-literacy test in order to graduate.

Progress Cited

According to a recent report from the state superintendent of education, these reforms have led to improvements in some—but not all—areas. Test scores are up, especially in the early grades. Teacher salaries are no longer at rock-bottom, although they have yet to reach the levels called for in the reform law.

But much work remains to be done, according to the state superintendent, Richard A. Boyd.

"As tempting as it is to bask in the glow of our achievements," he wrote in his report, "our students on the average still lag behind those in other states, and we can ill afford to rest."

Mississippi's dropout rate, he noted, remains largely unchanged. The state's average teacher salary, ranked last in the nation in 1982, ranks second-to-the-last today.

More than any other issue, the salary question has come to dominate the political agenda, according to state leaders. The issue figured prominently in this year's gubernatorial race.

"We are going to have a teacher shortage of crisis proportions within the next 10 years," said State Representative Robert G. Clark Jr., the chairman of the House Education Committee. "Our immediate goal has to be to raise salaries."

The powerful Mississippi Association of Educators has demanded that the state raise salaries to match the average for the Southeastern states—the goal called for in the reform law. Governor-elect Raymond Mabus Jr. has publicly endorsed that demand, but other leaders wonder if the state can afford it.

The state education department, for its part, wants the legislature to fund a new remediation effort aimed at high-school students. "The success of education reform in Mississippi depends largely now on how well we can address the problem of students at risk," Mr. Boyd wrote in his report.

Black leaders in the state, however, worry that existing remediation and special-education programs are being used in many districts to segregate students by race.

Such practices, they argue, label black students as poor achievers and exclude them from college-preparatory courses. A spokesman for the state education department denied such charges, saying that placement in remedial and special-education programs is based strictly on socioeconomic factors.

According to the department, white students account for less than 1 percent of those served by the Chapter 1 program. Of those students labeled as the educable mentally retarded, 80 percent are black. About 52 percent of the state's overall student population is black.

White Support Questioned

With white students largely absent from public schools in many parts of the state, educators and political leaders are watching to see whether white taxpayers will continue to support expensive reform measures that do not directly benefit their own children.

According to Representative Clark, white voters have begun to recognize the importance of education in improving Mississippi's dismal economy.

According to Mr. Winter, the state's former governor, the popularity of educational improvement was demonstrated in this year's gubernatorial race. Both candidates, he noted, played major roles in developing and passing the 1982 reform law.

"The political direction of the state is very encouraging to the maintenance of a reform effort," he said.

But even as that effort begins to take root, observers wonder if white parents and their children can be lured back from private academies.

Black educators remain skeptical, but Mr. Winter says he is optimistic that the trend can be reversed.

"I think you are already beginning to see it in those areas where it has been demonstrated to . . . white parents that the resources available [in the public schools] are broader and richer than they can find in the private schools," he said.

STATE JOURNAL

What's in a name? ■ In Illinois, no reprieve for the 'Tully monster'

An apparent lapse of memory has put Gov. Kay A. Orr of Nebraska in the doghouse with state education leaders who want 1988 designated as "the year of education" in the Cornhusker State.

For several weeks now, the education community and Governor Orr have been debating whether next year will officially receive that designation.

The educators contend that the idea came from the Governor. Ms. Orr first said she could not remember coining the phrase, but her memory was jogged when reporters noted last month that she had in fact written "1988 is the year of education" in an Aug. 13 speech delivered to a civic group in Lincoln on her behalf by Joe Lutjeharms, the state school commissioner.

At a news conference in Lincoln early last month, the Governor said, "I hope we can get away" from using the slogan.

"Remember," she added in an Oct. 27 speech to the Omaha Rotary Club, "education is not a sprint that we are on. It's a marathon. It would be a disservice to over-promise."

The Governor's apparent turnaround does not sit well with groups that had hoped the battle cry would help bring about higher levels of state aid to schools.

"It became a big deal to us," said Joe Higgins, vice president of the Prairie Fire Foundation, the civic group to whom the August speech was read. "It seemed that she was ready to make a commitment to education like she made to business last year."

■

The Illinois Senate has sealed the fate of the "Tully monster."

In September, Gov. James R. Thompson vetoed a bill that would have authorized a statewide referendum among elementary-school students on whether to designate as the state's official fossil *Tullimonstrum gregarium*—a marine mammal that 300 million years ago prowled the swamps that would later become Joliet.

The House voted to override the veto last month. So too did a majority of the members of the Senate, but not by the three-fifths margin needed to pass the bill over Mr. Thompson's objection.

State Representative Helen Satterthwaite, the bill's sponsor, said last week that she did not expect to re-introduce the measure during the legislature's next session.

"Obviously, I'm disappointed, having come so close," Ms. Satterthwaite said. She said the fact that lawmakers will convene in a short session next year makes it unlikely that the measure can be passed in 1988.

—T.M.

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Southwest Must Face Needs Of Minorities, Report Warns

Continued from Page 8

student population grows, it continues, "this imbalance threatens to get worse before it gets better."

The report suggests that any hasty imposition of tougher new certification standards "will further reduce" the number of minority teachers. Adequate resources and sufficient preparation time must accompany any modifications in certification requirements, the report argues.

The WICHE panel urges school districts to cooperate with schools of education to find ways of boosting the supply of minority teachers.

In addition, it argues that admission to undergraduate and graduate teacher-training programs should be based on criteria that include more than scores on standardized tests, which minorities tend to fail at a disproportionately higher rate than whites.

But efforts should also be made, it adds, to improve minority performance on such tests.

In light of the Southwest's large immigrant population, another concern for the region is the scarcity of qualified teachers for bilingual-education programs, the reports says.

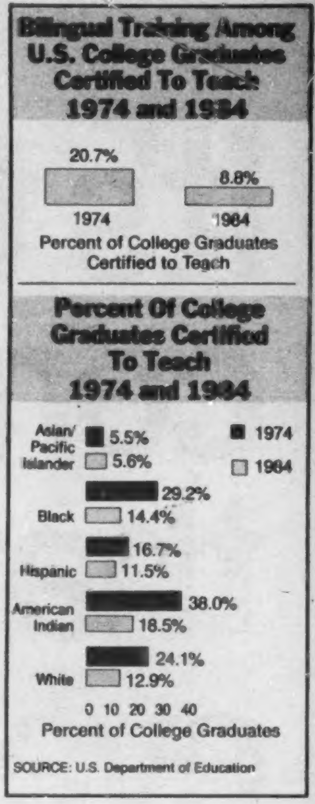
It notes that the percentage of college graduates certified to teach bilingual education nationwide has dropped by more than one-half over the past decade.

Recommendations

The WICHE panel also urges that:

- Schools ensure that all students become proficient speakers of the English language "at the earliest possible point," but recognize "the value of multilingualism for individuals and society."
- Schools not "track" students in ways that preclude solid academic preparation for college.
- States continue to promote greater equality in per-student resources, and provide the resources necessary to eliminate the disadvantages minority students face.

Copies of the 38-page report can be ordered for $5 each from WICHE, P.O. Drawer P, Boulder, Colo. 80301-9752.



SOURCE: U.S. Department of Education

Conn. Plan Would Aid Deficient Districts

Continued from Page 1

ana, peg remedial aid to student-achievement levels, he said, while California briefly provided bonuses to individual schools whose pupils performed well on tests.

Connecticut's Educational Equity Study Committee, which has been monitoring disparities in state education funding over the past 10 years, was instructed by the legislature 18 months ago to create a new finance formula to take effect in the 1989-90 fiscal year.

The formula is intended to combine general state aid with aid from the 1986 Education Enhancement Act, which provides funds to enable districts to raise teacher salaries, after the act expires in 1989.

Also guiding the panel's deliberations was a 1977 court order requiring the state to provide equal educational opportunities for students in poorer communities.

Foundation Aid

In addition to linking aid to deficiencies in student achievement, the committee's plan would set a minimum foundation level of per-pupil spending. And it would raise the state's share of districts' education spending to 50 percent—up from its current 43 percent—to help poorer districts reach the foundation level.

In its final session last week, the committee agreed to set the foundation level at about $4,800 per pupil in the 1992-93 school year, the anticipated first year of full implementation, or about 80 percent of what the highest-spending district is expected to spend next year.

Districts would receive state funds to enable them to spend at least the foundation level for each "need pupil."

The number of such pupils would be calculated by taking a district's total enrollment, then adding 25 percent of the number of its pupils in the federal Aid to Families with Dependent Children program and 25 percent of its pupils scoring at the remediation level on statewide tests.

Scores from the tests, which are taken by all students in grades 4, 6, and 8, would be averaged over three years to minimize any "rollercoaster effect," according to Thomas P. Mondani, executive director of the Connecticut Education Association and a member of the finance panel.

> *"If a population of children has not reached mastery level, they need whatever it takes—smaller class sizes, more equipment."*
>
> —State Rep. Naomi Cohen

The amount of state aid a district would receive would depend on its financial need, as determined by its amount of property value per "need pupil."

Forty-nine wealthy towns that would not meet the level of need established under the formula would continue to receive the same amounts they are currently eligible for, plus an additional 1 percent each year.

Effectiveness Disputed

The committee's proposal would require $1.12 billion in aid to districts in 1992-93, a $354-million increase over Commissioner Tirozzi's request for fiscal 1989. The committee agreed to phase in the plan over four years and to provide an additional $88 million in state aid each year.

Several members of the panel argued that the committee's funding proposal was insufficient to eliminate the disparities between wealthy and poor districts, and they unsuccessfully proposed an alternative that would raise state aid to $1.7 billion a year.

"The committee arrived at its decision based on the finances of the state, not based on whether their proposal would achieve equity," argued John F. Mannix, a member of the state board and one of five committee members who voted against the final plan.

"That was not the statutory charge of the committee," he said. "That's the job of the appropriations committee and the Governor."

"On top of that," he continued, "the amount of money they are putting in the foundation is below what is necessary to achieve equity."

'Responsible Bottom Line'

But other members of the committee defended the proposal as politically realistic.

"This is a responsible bottom line," said State Senator Kevin B. Sullivan, Senate chairman of the legislature's education committee. "I don't think [a higher funding level] is responsible at a time when there are other state demands on revenues."

Mr. Sullivan said he voted against the plan, however, because he objected to the provision that would measure a district's property wealth on a per-pupil basis, rather than per capita, as is now the case.

Such a shift, he said, would effectively reduce state aid to 62 towns, chiefly suburbs with large numbers of older residents.

Mr. Sullivan said he would seek a compromise on that provision in the legislature if, as expected, the state board submits the plan for consideration.

Although the plan's basic structure will probably remain intact, added Representative Cohen, amendments to it are likely.

"This is step one," she said. "It's a good step. But it's far from the final decision. There are a lot more players before it becomes final."

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EDUCATION WEEK

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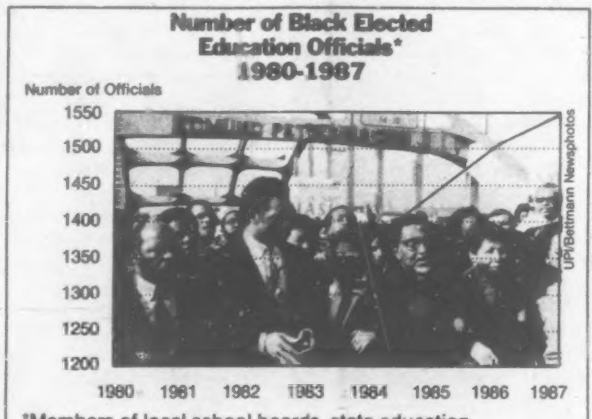

*Members of local school boards, state education boards, college governing bodies and elected superintendents.

UPI/Bettmann Newsphotos

SOURCE: Joint Center for Political Studies

Photo: Rights leaders in 1985 commemorative march in Selma, Ala.

A Vote for Power

The Goal Is a Role in School Governance; The Tool Is U.S. Law

By William Montague

In a bid for greater influence over the way their local schools are run, blacks, Hispanics, and other minority groups are wielding a powerful tool for forcing political change—the federal Voting Rights Act.

Spurred by changes in the law and a recent U.S. Supreme Court ruling, civil-rights activists in a number of states have stepped up legal attacks on election laws that they claim prevent minority groups from obtaining a fair share of political power.

In Alabama, for instance, the NAACP Legal Defense and Educational Fund and the Alabama Democratic Conference—the state's major black political organization—filed suit earlier this year against a total of 180 governmental bodies, including nearly 30 county school boards.

In Mississippi, another 32 county school systems are under challenge from the N.A.A.C.P., which alleges that districts' boundaries unfairly exclude black voters. Other major cases are pending in Arkansas, Illinois, North and South Carolina, Texas, and Virginia.

These challenges, experts say, could significantly increase minority representation—and political influence—on the thousands of school boards and other governmental bodies that control education at the grassroots level.

The goal is to ensure "that the black community

Continued on Page 16

Lawsuit Challenges Chapter 1 and 2 Aid To Church Schools

By Kirsten Goldberg

A group of parents in San Francisco has filed what lawyers say is the broadest challenge to date to the provision of Chapter 1 and 2 services to students in sectarian schools.

The parents charge that the federal remedial-education and block-grant laws' requirement that children in church-affiliated schools receive "equitable" services is, in and of itself, a violation of the First Amendment's ban on state establishment of religion.

Similar pending lawsuits in other states—and prior rulings by the U.S. Supreme Court—focus only on the constitutionality of the methods used to provide aid to students in such schools.

The U.S. Education Department, acknowledging that the case has national implications, has intervened in the suit to defend the programs' mandates.

"Until Chapter 1 and 2 are disengaged

Continued on Page 20

Texas Teacher Educators in Turmoil Over Reform Law's 'Encroachment'

By Lynn Olson

Texas lawmakers decided last year that future educators were spending too much time learning how to teach and too little time mastering their academic subjects.

So they came up with what was, at face value, a very simple solution: They required that after Sept. 1, 1991, all prospective teachers have an academic major in order to be certified.

And they prohibited the state board of education from requiring those seeking certificates to take more than 18 undergraduate-credit hours in education—including student teaching.

That simple solution, however, has caused an explosion of anger and confusion among education-school faculty, who are rushing to reshape their programs for next fall's freshman class, which graduates in 1992.

Some deans predict that the changes—which will eliminate all undergraduate education majors—could cut their faculty in half.

Others worry that the new law will seriously hamper attempts to move teacher preparation to the graduate level, as several national studies have suggested.

If individuals are allowed to become certified based on a maximum of 18 credit hours during their first four years of college, these educators argue, there will be no incentive for students to enroll in either extended five-year or so-called "fifth year" programs.

There is also some question about whether lawmakers intended to restrict all teacher preparation to the undergraduate level.

"It is an encroachment on the profession," said James L. Williamson, dean of education at East Texas State University at Commerce.

"Can you imagine legislators restricting the preparation of a doctor or lawyer, and specifying the number of hours it would take?" he asked. "And yet they seem quite willing to do it for the preparation of teachers."

"It really has put us in limbo," added Peter J. Gilman, dean of education at Hardin-Simmons University and president of the Texas Association of Colleges for Teacher Education. "We're sitting here advising students

Continued on Page 19

Consortium Topples Ohio State's Hold On Voc.-Ed. Center

By Reagan Walker and Julie Miller

WASHINGTON—Education Department officials said last week that Ohio State University will lose the National Center for Research in Vocational Education to a consortium of research institutions led by the University of California at Berkeley, despite Congressional attempts to prevent the relocation.

Senator Howard M. Metzenbaum of Ohio brought the decision and the dispute surrounding it into the public arena last week when he attached an amendment to the omnibus education reauthorization bill that would delay the award of the five-year, $30-million center grant until an investigation of the selection process has been conducted.

His move was largely a symbolic one, however, since the legislation will not become law until spring.

Education officials also said the depart-

Continued on Page 13

Also in the news

5 **Ga. Teachers Who Failed Test Still in Classroom**
State says 90 teachers who lost their certificates have been "reclassified" as substitutes.

6 **Holmes Group Leaders See Gains But Accept One Loss**
Washington State University withdraws; board eyes plans for "staying the course."

13 **Education Official Resigns At Behest of White House**
Justin W. Dart Jr., E.D.'s commissioner of rehabilitation services, bows out of conflict.

Normed Tests Skewed To Find Most Pupils 'Above Average,' a Disputed Study Finds

By Robert Rothman

The overwhelming majority of elementary-school pupils nationwide score above the average on normed achievement tests, results from a controversial new 50-state survey indicate.

The survey, believed to be the first of its kind, obtained average scores from the 32 states that test elementary students statewide, as well as selected averages for district-administered tests in the 18 states without statewide assessments.

The findings are contained in a report released last week by Friends for Education, an advocacy group for public education in West Virginia.

Most states using one of the six major standardized achievement tests offered by commercial firms are "well above the national average" in all elementary grades and subjects, according to the study.

Such findings suggest that norm-referenced tests—in which students are compared with a group tested in the past, not with other current test takers—"do not represent an accurate appraisal of educational performance," argued John Jacob Cannell, the group's president and author of the report.

"The main purpose of the tests is looking good," said Dr. Cannell, a Beckley, W.Va., physician who financed the survey with

Continued on Page 15

Publication Schedule

Because *Education Week* is relocating its offices during the week of Dec. 7, Issue 15, scheduled for publication on Dec. 16, will be combined with Issue 16 and will be published on Jan. 13, 1988. In accordance with its regular publishing schedule, *Education Week* will also not publish on Dec. 23, Dec. 30, or Jan. 6.

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Please add this information to your address file.

IN SUMMARY

An Issue Left Unresolved
Two state legislators lack legal standing to defend New Jersey's moment-of-silence law, the U.S. Supreme Court has held, in a ruling that leaves unresolved the constitutional status of 24 comparable laws. **Page 5.**

'Sanctity' of Tests Questioned
College-entrance tests have acquired a "sanctity" unintended by their creators, and would be better used for diagnostic than admissions purposes, the president of the American Council on Education said last week. **Page 5.**

An Update on AIDS Education
A new national survey has found that legislatures or state boards of education in 18 states have mandated AIDS instruction in public schools—a number that has more than tripled since a similar poll was conducted last June. **Page 7.**

A 'Summit' in New York . . .
Gov. Mario M. Cuomo of New York, intervening for the first time in the dispute over the governance of the New York City schools, plans to hold a "summit" this week to discuss the future of the city's board of education. **Page 9.**

. . . And in Alabama?
Gov. Guy Hunt of Alabama, saying that he wants the state's next legislative session to be an "education summit," has unveiled a wide-ranging school-reform package that critics contend the state cannot afford. **Page 10.**

A Compromise in New Jersey
The powerful New Jersey Education Association has thrown its support behind a compromise bill that would allow state takeovers of "academically bankrupt" districts, while retaining tenure rights for school officials. **Page 11.**

One Dissent on Reauthorization
With just one dissenting vote—cast by Senator Jesse A. Helms of North Carolina—the Senate last week approved a mammoth bill that would reauthorize $7.4 billion in federal programs aiding education. **Page 12.**

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ACROSS THE NATION

STATES

Delaware State Board Sets 7½-Hour Workday for Teachers

Public-school teachers in Delaware must spend at least 7½ hours a day at school, the same amount of time other state employees are required to spend at work, under a new policy that has drawn sharp criticism from the state teachers' union.

Prior to the adoption last month of a statewide definition of a teacher's workday by the Delaware Board of Education, the number of hours teachers were required to be at school each day was set by local districts, usually through contract negotiations.

The new rule "is part of a campaign by the board to advance the professional standing of teachers," said Ambrose W. Hagarty, a spokesman for the department of public instruction.

"The sense is that most teachers work well beyond the miniumum, but there are some who do not," Mr. Hagarty said. The purpose of the regulation, he said, "is to make clear to everyone that teachers work at least as long as other state employees."

The Delaware State Education Association, an affiliate of the National Education Association, objects to the policy.

"This is an example of the state usurping control from local districts," said Mary Anne Galloway, president of the D.S.E.A. The board's action violates state laws governing collective bargaining by public employees, she asserted.

Under the law, she said, "working conditions, which include work hours, are a matter for local negotiations." The union may challenge the new policy in court or ask the legislature to "clarify" the law, she said.

■ **The Louisiana Association of Educators** has criticized the state board of elementary and secondary education for waiving limits on class size in nearly a third of the state's school systems.

In the past two months, the board has approved waivers for certain classes in approximately 22 public-school parishes.

The waivers were necessary because of the "great financial strain" that school districts have been under in the past two years, said James Meza, executive director of the board. Most of the requests, he said last week, have come from rural and poor districts.

But, according to a spokesman for the teachers' union, the waivers "make a mockery of the board's own rules governing class-size limitations." Board regulations limit classes to 29 students in grades K-3 and 33 students in grades 4-12.

Some of the waivers have enabled classes to exceed those limits by as many as 8 students.

Virginia Budd, president of the union, said the waivers were a "Band Aid" solution to the problem of inadequate funding for schools and would make it harder for teachers to serve the needs of individual children.

■ **A group of parents in Wagoner County, Okla.,** has legal standing to sue to prevent a boy carrying the AIDS virus from attending a local school, the Oklahoma Supreme Court has ruled.

The Nov. 24 ruling reverses a decision made in October by a Wagoner County judge and opens the way for a trial on the matter in the local district court, according to a spokesman for the group, the Concerned Parents Association.

The parents contend that the unidentified 8-year-old boy poses a health risk to their own children because he has emotional problems and has been known to bite others.

■ **State education officials in Mississippi say they will no longer allow** districts to employ school-bus drivers who are younger than 18.

After the end of the current school year, about 30 under-age bus drivers will be denied state certification, according to officials at the state board of education.

Some rural districts have traditionally coped with a scarcity of adult drivers by allowing some 17-year-old students to operate buses. But the U.S. Labor Department has refused to renew an exemption from the federal child-labor law that would have permitted the practice to continue.

Five other states currently allow districts to use under-age drivers, according to Leonard Cain, director of transportation for the Mississippi education department.

Recently, however, some of those districts have attempted to replace teen-age drivers with adults.

DISTRICTS

Indiana City Judge Sends Pupils To Jail for Poor School Grades

A Hammond, Ind., city judge has sentenced eight teen-agers to jail for receiving poor grades in violation of probation requirements he had set for their convictions on illegal-drinking charges.

The students had been convicted of possession or consumption of alcohol, according to Bobbi Costa, city court administrator.

Hammond's program for juvenile offenders allows charges to be dismissed and removed from their records if the teen-agers adhere to a strict curfew, work 20 hours in a work program, submit to random drug testing, and do not receive any grade below a C. The probation period is one year.

When the eight students received D's and F's on their report cards, City Judge Peter Katic last month ordered them to serve 60 days in the juvenile section of a county jail.

Four were released within a few days after their lawyers renegotiated a sentence that increased the work-program hours to 100 hours and required the students to stay at home when not working.

The other four students are still serving their time, which includes academic instruction. They will be eligible for release after 30 days.

Florida School District's Clinic Testing Applicants for Drug Use

The Palm Beach County, Fla., school district has established its own health clinic to provide services that include mandatory drug testing for all prospective employees.

The clinic, which conducts pre-employment physical examinations and treats employees injured on the job, is believed to be the first of its kind in the state, district officials said.

A major purpose of the clinic, which opened in July, is "to make sure we hire employees that can safely and fully perform the requirements of their jobs," Roger C. Anderson, director of the district's department of risk management, said last week.

During the first three months the clinic was in operation, nurses performed examinations on 1,235 job applicants. Of those job seekers, 45 tested positive for illegal-drug use and 9 were found to have medical conditions that temporarily or permanently disqualified them for consideration, Mr. Anderson said. An unspecified number of job candidates, he added, refused to submit to the drug test.

Those who tested positive for drug use were told of the finding and informed that they could reapply after 90 days. "We recognize that people can be rehabilitated," Mr. Anderson said.

James K. Green, a lawyer for the Florida affiliate of the American Civil Liberties Union, said the school board's drug-testing policy "is flawed, to say the least."

"If we receive a complaint from a person who wants to stand up against it, we are ready, willing, and able to represent them" in court, Mr. Green said last week.

■ **Most black and Hispanic students at the Boston Latin School** transfer out of the academically rigorous public school before graduating, despite an extensive minority-retention program, according to new figures released by school officials.

Nearly 60 percent of the school's black and Hispanic students transfer to other schools, compared with 25 percent of its white students and 8 percent of its Asian students, according to the headmaster, Michael Contompasis.

A 1974 federal-court order required the school, which enrolls students in grades 7-12, to lower admission requirements for minorities in order to maintain a minority enrollment of at least 35 percent. Before the court order, the school was about 10 percent minority, and more than two-thirds of those students left before graduating, Mr. Contompasis said.

The 352-year-old school, the oldest public school in the country, is expected to spend $228,878 this year on a minority-retention program, which includes pre-enrollment orientation, tutoring, and support services.

■ **U.S. District Judge Stephen N. Limbaugh,** calling the financial records of the St. Louis public schools "complicated and confusing," has ordered an independent audit to determine if the district has excess resources that could be used to help finance its desegregation plan.

In July, the U.S. Court of Appeals for the 8th Circuit said the district should use the "substantial balance" of uncommitted funds remaining from the 1986-87 school year to reduce pupil-teacher ratios in magnet and predominantly minority schools as called for in the plan.

In a ruling late last month, Judge Limbaugh said an independent audit was necessary before he could determine how to implement the appellate court's ruling.

The audit, which will be conducted by the accounting firm of Price Waterhouse, should also look at the district's overall management structure to determine "the best potential opportunities for reallocating resources to desegregation and related capital programs," Judge Limbaugh wrote.

■ **Airport authorities in the Minneapolis area** will provide $1 million over the next two years to soundproof four elementary schools located near the busy Minneapolis-St. Paul International Airport.

Educators and students at the four schools have complained that the roar of

DATABANK

U.S. Elementary-School Students' Normed Achievement-Test Results

The following are state-reported results of nationally normed achievement tests, most commercially available, compiled by Friends for Education, a West Virginia-based advocacy group. Copyright © 1987 by Friends for Education.

ALABAMA
April 1987
Stanford Achievement Test
Form F — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	57,399	54	N/A	53	54	55	70.5%
2	52,146	51	N/A	63	56	57	78.3%
4	51,467	36	58	59	54	53	78.5%
5	48,471	48	55	60	52	50	58.5%

Mean Individual Percentile Ranks

SOURCE: Chief State School Officer's Report

ARKANSAS
Spring 1987
Metropolitan Achievement Test
6th Edition — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	29,491	60	63	67	64	65%	86.5%

National Percentile Rank from Mean Normal Curve Equivalents

SOURCE: Arkansas Standardized Testing Program Report

ARIZONA
April 1987
Iowa Test of Basic Skill
Form H — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	49,449	46	64	55	55	N/A	N/A
2	44,987	58	67	57	61	N/A	N/A
3	43,118	51	66	50	56	N/A	N/A
4	42,490	50	62	51	55	N/A	N/A
5	40,087	57	59	53	56	N/A	N/A
6	39,871	53	57	54	55	N/A	N/A

Percentage Of Children At Or Above 50th Percentile

*Number of Students Tested in Reading

SOURCE: Arizona Department of Education

CALIFORNIA
Spring 1986
California Assessment Program
(State Developed Test)
Scores Normed with CTBS/U National Norms
Matrix Sampling Technique — 36 test forms for each grade level

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	310,008	55	51	63	N/A	N/A	N/A
6	287,478	54	54	66	N/A	N/A	N/A

Estimated National Percentile Ranks

SOURCE: California Assessment Program Annual Report 1985-86

COLORADO
April 1986
Iowa Test of Basic Skills
Form G — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average*	% of Districts Above Average
3	39,251	54	59	52	N/A	54.9%	77.5%
6	37,351	54	48	52	N/A	56.8%	69.7%

National Percentile Ranks

*In Reading

SOURCE: Results of the 1985-86 Colorado Student Testing Program

DELAWARE
April 1986
Comprehensive Test of Basic Skills
Form V — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	N/A	52.6	N/A	58	N/A	N/A	100%
2	N/A	57	63.2	68.3	62.2	N/A	100%
3	N/A	55	66	63	63.3	N/A	100%
4	N/A	56	57.5	60.1	57.6	N/A	100%
5	N/A	52.7	57.4	61.7	56.1	N/A	100%
6	N/A	54.1	59.8	61.6	59	N/A	100%

Normal Curve Equivalents

SOURCE: Delaware Educational Assessment Program 1986 Statewide Test Results Summary Report

GEORGIA
Spring 1987
Iowa Test of Basic Skills
Form G — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
2	81,769	61	71	73	68	65.8%	89.8%
4	76,627	53	59	62	57	71.9%	67.2%

National Mean Percentile Scores

SOURCE: 1986-87 Student Assessment Test Summary

HAWAII
Spring 1987
Stanford Achievement Test
Form E-7th Edition — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	12,500	77 (42)	81 (46)	81 (75)	81 (N/A)	N/A	N/A
6	11,500	77 (49)	78 (55)	79 (76)	80 (N/A)	N/A	N/A

Percentage of children average and above average (Stanine 4 or above)
National Group Percentile Ranks in parentheses

SOURCE: Administrator of Testing—Hawaii Department of Education

IDAHO
March-April 1986
Iowa Test of Basic Skills
Form G — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
8	14,072	57	55	55	54	59.5%	80.2%

National Percentile Rank

SOURCE: Coordinator for Guidance, Assessment and Evaluation
Idaho State Department of Education

INDIANA
1983-84 (Last Year Results Collected)
Various Nationally Normed Tests
ITBS Most Common

Grade	Number Tested	Reading	Language (Composition)	Math	Total Battery	% of Students Above Average	% of Districts Above Average
Primary	N/A	87.9	89	86.2	85.1	N/A	N/A

Scores Reported as Percentage of Students in Stanine 4 or Above
(All scores indicate above-average achievement)

SOURCE: School Achievement in Indiana

IOWA
1986-87
Iowa Test of Basic Skills
Form G & H — National Norms

Grade	% of Students Above Average	% of Iowa Schools Above Average
K	66	86
1	74	90
2	72	91
3	71	90
4	72	92
5	73	94
6	73	96

SOURCE: Score Reports and Norms - 1986-87

KENTUCKY
April 1986
Kentucky Essential Skills Test
Modification of CTBS - Form U

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	53,527	52.6	N/A	65.9	N/A	N/A	N/A
2	47,337	54.4	51.8	71.3	57.8	64.1%	93.3%
3	45,855	60.8	69.3	59.3	66.1	79.6%	100%
4	43,035	58.2	56.4	59.2	57.5	61.9%	92.7%
5	42,400	53	60.8	59.5	56.5	60.1%	92.7%
6	40,403	56.8	54.6	62.3	58.1	64.1%	95.5%

Scores in Normal Curve Equivalents

SOURCE: KEST Statewide Testing Results

MAINE
1985-86
Maine Educational Assessment (State Developed Test)
Matrix Sampling and Common Testing — 16 Different Tests

Grade	Number Tested	Reading	Math	Social Studies	Science	% of Students Above Average	% of Districts Above Average
4	14,012	+13.5	+6.9	+0.4	+2.2	N/A	N/A

Scores reported in terms of being above average in average percent correct

SOURCE: Maine Educational Assessment - 1985-86 State Summary and Interpretations Report

MARYLAND
Fall 1985
California Achievement Test
Form C — National Norm

Grade	Number Tested	Reading Comprehension	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	37,458	3.6 (70)	3.8 (79)	3.5 (75)	N/A	N/A	95.8%
5	37,644	6.0 (83)	7.0 (98)	5.9 (90)	N/A	N/A	87.5%

Grade Equivalent Scale
National Percentile Rank in parentheses

SOURCE: Maryland Accountability Testing Program - Annual Report 1985-86

MISSISSIPPI
April 1987
Stanford Achievement Test
Form E — Stanford Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	43,560	53.2	N/A	49.9	51.7	N/A	N/A
4	37,017	47.9	52.0	50.7	49.5	N/A	N/A
6	33,477	46.6	51.7	50.7	49.1	N/A	N/A
					50.1 (Average)		

Mean National Normal Curve Equivalents

SOURCE: Skills Analysis for Mississippi 1987 Results

NEVADA
1985-86
Stanford Achievement Test
7th Edition — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	10,000	93	94	93	N/A	N/A	N/A
6	10,000	90	89	90	N/A	N/A	N/A

The percentage of students who scored in Stanine 4 or Above
(Only information available)

SOURCE: The Nevada Proficiency Examination Program - Results of 1985/1986 Examinations

NEW HAMPSHIRE
October 1986
California Achievement Test
Form E — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	11,381	65	61	61	62	62.7%	100%

Median National Percentile Ranks

SOURCE: Highlights of Results - 1986

NEW MEXICO
March 1987
Comprehensive Test of Basic Skills
Form U — National 1981 Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	20,862	50.2	55.8	58.4	57.1	60%	80.7%
5	19,139	54.0	56.0	62.3	55	59%	79.6%

National Percentile Ranks

SOURCE: New Mexico Standardized Testing Program Report - 1985-86 School Year
New Mexico Department of Education

NORTH CAROLINA
Spring 1987
California Achievement Test
Form E — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	86,050	57	53	71	N/A	N/A	N/A
2	80,946	53	60	69	62	N/A	58.7%
3	79,892	54	60	63	58	N/A	87.9%
6	80,413	50	56	59	55	N/A	79.4%

Median National Percentile

SOURCE: Report of Student Performance, Division of Research

NORTH DAKOTA
September 1986
(Both SRA and ITBS Used in North Dakota)
Iowa Test of Basic Skills
Form G — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
2	214	77	83	71	77	N/A	N/A
3	2,774	67	65	60	65	N/A	N/A
4	694	69	66	59	64	N/A	N/A
5	2,008	68	64	64	66	N/A	N/A
6	603	68	67	63	67	N/A	N/A

Percentile Rank of Average Grade Equivalent

September 1986
Science Research Associates
Form P — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	785	63	N/A	69	55	N/A	N/A
2	1,033	69	64	66	69	N/A	N/A
3	2,495	72	68	56	65	N/A	N/A
4	1,277	74	72	62	72	N/A	N/A
5	2,286	71	68	66	70	N/A	N/A
6	1,055	73	68	71	72	N/A	N/A

National Percentile Ranks

SOURCE: Director of Testing, North Dakota - Department of Public Instruction

OKLAHOMA
February 1987
Metropolitan Achievement Test
6th Edition — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	41,190	62	60	61	64	N/A	79%

National Percentile Rank of Mean Normal Curve Equivalents

SOURCE: Oklahoma School Testing Program Summary Report - 1986

OREGON
February 1987
Oregon Assessment Program
(State Developed Test)
Equating Study With California Achievement Test
Form E — National Norms

Grade*	Number Tested**	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
8	4,513	58	N/A	49	N/A	N/A	N/A

National Percentile Rank
*Earliest Grade Tested
**Sample Of Students Tested

SOURCE: 1987 Eighth Grade Assessment of Reading, Mathematics and Writing Summary Report, July 1987

PENNSYLVANIA
March 1987
Testing for Essential Learning
And Literacy Skills (TELLS)
Equating Study With ITBS

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	105,564	79.4*	N/A	84.6*	N/A	N/A	N/A
5	100,724	78.3*	N/A	81.6*	N/A	N/A	N/A

Mean Percent of Items Correct
*All scores are above the Estimated National Mean, but national norm is not 50 percentile

SOURCE: Testing for Essential Learning and Literacy Skills 1986-87 Statewide Test Results

RHODE ISLAND
Spring 1986
Rhode Island Statewide Assessment
Program—Scores Normed With
Metropolitan Achievement
Test (MAT), Edition 6

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	8,310	64	64	59	63	63.9	94.7%
6	8,381	64	65	63	65	65.4	91.9%

Percentile Rank of Average Scores

SOURCE: Rhode Island State Assessment Program 1985-86 Basic Skills, Health Knowledge and Physical Fitness Testing Results

SOUTH CAROLINA
March 1987
Comprehensive Test of Basic Skills
Form U — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	44,946	56.1	64.3	67.6	61.2	62.9%	82.4%
5	42,831	50.9	59.4	64.2	54.4	54.5%	52.8%

Median National Percentile Scores

SOURCE: Preliminary Report of the 1987 Statewide Testing Program

SOUTH DAKOTA
April 1987
Stanford Achievement Test
Form F — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	9,562	58.8 (85)	59.7 (90)	60.1 (91)	57.9	72%	N/A

Normal Curve Equivalents
National Percentile Ranks in parentheses

SOURCE: Skills Analysis for South Dakota State

TENNESSEE
Spring 1987
Stanford Achievement Test
7th Edition — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
2	62,456	64	86	86	N/A	N/A	82.9%
5	57,717	52	66	68	N/A	N/A	61.9%

Group Percentile Rank of the Mean Scaled Scores

SOURCE: Tennessee Test Results - 1986-87

TEXAS
February 1986
Texas Educational Assessment of
Minimum Skills—Equated With Metropolitan
Achievement Test, 6th Edition

Grade	Number Tested	Reading	Writing	Math	Total Battery	% of Students Above Average	% of Districts Above Average
1	268,656	62	66	70	N/A	N/A	N/A
3	236,592	47	61	62	N/A	N/A	N/A
5	225,601	53	63	62	N/A	N/A	N/A

SOURCE: Student Performance Results for 1985 and 1986

UTAH
April 1984
Comprehensive Test of Basic Skills
Form U — National Norms

Grade	Number Tested*	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
5	4,590	59	55	66	N/A	N/A	N/A

*Sample of students tested

Utah administers the test to students under strict security (no regular teachers administer the test)

SOURCE: Utah Statewide Educational Assessment General Report 1984

VIRGINIA
Spring 1987
Science Research Associates Test
Level E - Form 1 — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	67,567	58	62	61	N/A	N/A	60.5%

National Percentile Ranks

SOURCE: Virginia State Assessment Program 1986-87

WASHINGTON
October 1986
Metropolitan Achievement Test
6th Edition — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	52,779	56	52	53	56	N/A	65.1%

Median National Percentile Rank

SOURCE: Washington Statewide Assessment Grades 4, 8, 10-Fall 1986

WEST VIRGINIA
March 1987
Comprehensive Test of Basic Skills
Form U — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
3	23,961	61	72	54	65	69.2%	98.2%
6	23,371	58	62	66	62	64.5%	92.7%

Mean Percentile Scores

SOURCE: Coordinator, West Virginia State-County Testing Program

WISCONSIN
February-March 1986
Comprehensive Test of Basic Skills
Form U — National Norms

Grade	Number Tested	Reading	Language	Math	Total Battery	% of Students Above Average	% of Districts Above Average
4	1,580*	68	63	68	N/A	N/A	N/A

Median National Percentile Rank
*Sample Of Students Tested

SOURCE: Wisconsin Department of Public Instruction

Normed Tests Are Criticized

Continued from Page 1

$11,000 of his own money.

Such tests "allow all states to claim to be above the national average," he wrote.

Based on the most recent results available, 90 percent of school districts and 70 percent of students tested performed above the average on nationally normed tests, the report estimates.

Those scores are inflated because testing companies set norms that are artificially low, Dr. Cannell charged. Test publishers "want to have good news to sell to superintendents," he said in an interview.

Moreover, he contended, gains in student performance since such tests were normed can be attributed to teachers' concentration on teaching material they know will be tested.

To improve the accuracy of the test results, he concluded, testing companies should annually set national norms that truly represent a level at which half the children tested would score above the 50th percentile.

Most test makers renorm tests every five to seven years, according to testing-company officials.

Conclusions Disputed

Most test publishers and education officials interviewed last week took sharp exception to the conclusions of the report, "Nationally Normed Elementary Achievement Testing in America's Public Schools: How All 50 States Are Above the National Average."

They denied that test scores are artificially inflated, and said that the relatively high level of performance reflects genuine improvement in student achievement.

Other indicators, such as scores on the National Assessment of Educational Progress and college-admissions tests, confirm that student achievement has improved in the past few years, according to Ramsay Selden, director of the education-assessment center of the Council of Chief State School Officers.

It appears likely, he said, that average student performance is higher than it was in the early 1980's.

Moreover, state officials said, test results are used not to compare student performance across states, but to evaluate instructional programs and gauge improvements over time.

"I don't think the people in the states are trying to pull the wool over anyone's eyes," added Anne C. Hess, coordinator of student assessment for the Alabama Department of Education.

Nationwide Survey

Friends for Education, a three-year-old organization that claims some 700 members throughout West Virginia, undertook the study last summer after finding that nearly all districts in the state scored above the national average on the Comprehensive Test of Basic Skills.

Those results were unexpected, the report notes, because the economically troubled state ranks near the bottom on most other measures of educational quality, such as adult-literacy rate and college admissions-test scores.

"At every turn, we were confronted with test results showing that desperately poor counties were above the national average," said Dr. Cannell. "If McDowell County is above the national average, what county could possibly be below?"

Moreover, he added, the group feared that the relatively high performance of students in such districts could promote complacency and thereby jeopardize public support for school improvements.

With the help of three high-school students working part time, Dr. Cannell last August sent letters to each of the 50 state superintendents and testing coordinators, and telephoned large districts in the 18 states without state testing programs.

The respondents provided information on the tests and norms used, the statistical methods for reporting scores, the number of test takers, and their most recent reading, language, mathematics, and basic-battery scores.

Of the 32 states with statewide assessments, 26 used one of the six leading commercial tests, the survey found.

Those assessments include the Iowa Test of Basic Skills, marketed by Riverside Publishing; the Stanford Achievement Test and the Metropolitan Achievement Test, both published by Harcourt Brace Jovanovich; the Comprehensive Test of Basic Skills and the California Achievement Test, both published by C.T.B./McGraw-Hill; and the Science Research Associates test, marketed by I.B.M. Corporation.

Six states reported using their own statewide tests. Such tests were nationally normed through an "equating study" with one of the commercial tests, according to the report.

In the 18 states without state assessments, all of the individual districts surveyed reported using one of the six major commercial tests.

With few exceptions, the respondents reported that their pupils had scored above average on the most recent achievement tests for which results were available. *(See Databank on preceding page.)*

The survey found that all 32 states with statewide testing programs scored above average, including states well below the national average in per-capita income, high-school graduation rate, and college admissions-test scores.

Likewise, in all of the 18 states with district-administered tests, "the vast majority" of the districts surveyed were above the national averages for their respective tests, according to the study.

Many large inner-city districts—such as Trenton, N.J., New York, Boston, St. Louis, and East St. Louis, Ill.—also reported scores above the national average.

However, the report adds, some large districts, including Detroit, Chicago, Cleveland, and Dade County, Fla., reported scores below the national average.

Among its other findings:

- In South Carolina, which ranks 47th in the nation in per-capita income and high-school graduation rate, 62.9 percent of 4th graders tested above the national average on the C.T.B.S. total battery.
- In Iowa, which has the highest college-admission test scores in the nation, 95.8 percent of schools were above average on the 6th-grade I.T.B.S.
- In Michigan, which ranks at about the national average in per-capita income, college admissions-test scores, and poverty rate, an estimated 90 percent of the 525 districts scored above the national average on the elementary achievement tests.

'Teaching the Test'

Dr. Cannell contended that these apparently encouraging results were largely attributable to testing companies' setting their norms too low.

That view was seconded last week by Earl Hobbs, superintendent of the Clayton, Mo., school district, which uses what he said is a more rigorous assessment than those offered by the commercial publishers.

"If we simply wanted to look good, we could pick any one of the [commercial] achievement tests," Mr. Hobbs said.

The Clayton schools currently use a test administered by the Educational Records Bureau, a Wellesley, Mass.-based nonprofit firm that administers achievement tests in independent schools and some affluent suburban districts.

Dr. Cannell's report also maintains that the high scores reflect efforts by teachers and administrators to boost performance by adjusting their curricula to match the items and topics on the tests.

In states such as Wisconsin, Utah, California, and Maine, which have adopted "elaborate security measures" to bar teachers from seeing test items, the report states, scores show only slight yearly increases.

Scores in those states "are generally lower than scores from states where teaching the test is possible," it adds.

Representatives of testing companies last week strongly denied the assertion that their tests are not accurately normed.

Representative Sample

The national averages used in the Iowa Test of Basic Skills, for example, are based on a test administered to a representative sample of students, according to H.D. Hoover, director of the testing program, based at the University of Iowa.

"I would never argue that it is a perfectly representative sample of U.S. elementary-school children," he said. "There is no such thing as a perfectly representative sample."

"But it is every bit as good as the [National Assessment of Educational Progress] and the Gallup Poll," he continued. "I have lots of confidence in those norms."

Furthermore, added Paul L. Williams, director of research and measurement for C.T.B./McGraw-Hill, which administers the C.T.B.S. and the C.A.T., the level of student performance documented by Dr. Cannell reflects real improvements since the norms were set.

But any such improvements skew the test results, argues Dr. Cannell, who recommends that testing companies recalculate their norms each year so that average scores more accurately reflect current performance.

Testing officials argued, however, that annual renorming of tests would take away many of the advantages of the current system.

Setting norms annually would cost millions of dollars and would harm the ability of administrators to measure student progress over time, argued Vana Meredith-Dabney, supervisor of the educational-assessment section in the South Carolina Department of Education.

"We would be masking any improvement at all if we re-normed every year," she said.

"If you redefine what is a pound every time you gain weight, you are always 162 pounds," added Chester E. Finn Jr., the U.S. Education Department's assistant secretary for educational research and improvement.

Despite such arguments, some testing companies have begun to move toward recalculating norms more frequently.

For example, C.T.B./McGraw-Hill has begun to provide annual standards based on the previous year's results. This so-called "rolling norm," though not based on a representative sample, would "help educators get a better fix on where they are now," Mr. Williams said.

Copies of Dr. Cannell's report can be purchased for $5 each from Friends for Education, Box 358, Daniels, W. Va. 25832-0358.

Teachers Who Failed Test Still Teaching

Continued from Page 5

full-time substitutes more than 40 teachers who failed to pass the test created a furor this fall.

Although those teachers, most of whom are black, have retained their benefits and receive the district's minimum teacher salary, they may not teach in any one vacancy for more than nine days. To remain in the district, they must pass the test by April 1.

Alonzo A. Crim, Atlanta's superintendent, responded to criticism of the substitute program in an article in *The Atlanta Constitution*.

In it, he argued that the district, which is 92 percent black, cannot afford to lose minority teachers.

The teachers in question, he said, are "veteran teachers with experience ranging from 6 to 15 years." Each, he added, has been evaluated at least five times, and "none has been found unsatisfactory."

Georgia is one of three states—along with Arkansas and Texas—that have required practicing teachers to pass a test to retain their certification, and thus their jobs.

Roughly 20,000 Georgia teachers were required to pass by this past August, according to Lester M. Solomon, state director of teacher assessment. Over the next three years, another 25,000 educators will have to pass the exam when their credentials come up for renewal. But many of these individuals, Mr. Solomon said, have already passed the test.

Last August, the Georgia Association of Educators—arguing that the certification test is racially biased and not job related—filed suit in U.S. District Court to block the state from using it as a screening devise for certification.

Of the 327 teachers who had failed the test by this year's cut-off date, 244 were black. Union lawyers expect the case to go to trial next summer.

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A Vote for Power: Blacks Using Law for Leadership Gains

Continued from Page 1

can elect the persons they want to represent them; that is a basic right," said Laughlin McDonald, southern regional director for the American Civil Liberties Union.

At-Large Elections

Civil-rights activists particularly hope to empower minority groups in communities where the use of at-large elections, majority-vote requirements in primary races, and other procedures have long excluded blacks, Hispanics, and other minority groups from political office.

The use of at-large races is the issue at stake in the Alabama suit. In such election systems, every citizen in a community may vote for every member of a governmental board. This usually allows whites to sweep every seat on a panel—even when their majority is razor-thin.

Such lopsided results occur, voting-rights experts say, whenever white voters refuse to vote for any minority candidates. And despite years of racial progress, those polarized voting patterns are still common throughout the nation, they say.

Because blacks hold a majority in only a relative handful of jurisdictions, at-large systems tend to "segregate" black politicians in small enclaves, explained Jerry Wilson, a voting-rights expert with the Southern Regional Council, an Atlanta-based research organization.

According to the S.R.C., blacks account for almost 20 percent of the population in the 11 states of the old Confederacy, but are a majority in fewer than 10 percent of the region's counties, most of them located in the Mississippi delta area and in a fertile stretch of South Carolina, Georgia and Alabama, known as the "Black Belt."

Of the 80,031 elected officials in the 11 states, fewer than 5 percent are black. Most hold office in cities and counties that are mostly black.

Alabama, for example, has 56 elected black school-board members, but more than two-thirds of them live in the 10 counties in the state with black majorities.

At-large elections are widely used in school-board races. About 80 percent of all Texas school boards, for example, are selected that way, according to Rolando Rios, a lawyer who has argued numerous voting-rights cases on behalf of Hispanics.

Few Blacks on Boards

There is little question that blacks and other minorities are seriously underrepresented on local school boards, not just in the South but in the rest of the nation as well.

A 1986 survey by the National School Boards Association found that blacks, who constitute about 11 percent of the nation's population, accounted for just 2.4 percent of all school-board members. Hispanics, 7.2 percent of the population, made up only 1.1 percent of all board members.

And according to the N.S.B.A., the long-term trend has been downward. Last year, only 1 in 20 board members was nonwhite, compared with 1 in 10 in 1984.

"I think there is a growing realization [among minorities] that school districts spend a lot of the public's money, and that they have been excluded from participating," said James Craven, an Illinois lawyer who is handling several voting suits.

To increase minority representation on school boards and other panels, Mr. Craven and other rights lawyers usually seek to replace at-large systems with separate election districts for each board member.

Because black and Hispanic populations are typically concentrated in certain areas, the S.R.C.'s Mr. Wilson noted, the use of individual districts usually ensures at least some black victories.

Political Pressures

The drive to obtain a greater share of power for minority citizens is placing pressure on politicians and educators in many communities, interviews with lawyers, educators, and political activists in the South and elsewhere suggest.

Black and Hispanic leaders, civil-rights activists said, are seeking new school policies and priorities, and increasing their demands for the more tangible benefits—jobs, contracts, and constituent services—that are the rewards of political power.

These pressures are especially sensitive in the Southern states. Local educators and politicians throughout the region are still wrestling with the questions of race and political empowerment that were left unresolved by the desegregation experience, said Steve Suitts, executive director of the S.R.C.

In cities and towns across the South, he noted, desegregation efforts led many white residents to withdraw entirely from the public schools during the 1970's. But they continued to maintain control.

In some Southern communities, all-white school boards and white superintendents have presided for years over school systems that are virtually all black—a situation that black organizers say they are determined to change.

Minority voters are increasingly developing the clout to make good on such hopes. Black political influence has been on the rise, especially in the South, for several years, political analysts say.

"No Southern Democrat can afford to ignore the black community any more," said Larry Sabato, a professor of political science at the University of Virginia.

25-Year Campaign

Indeed, the resurgence of demands for power-sharing is only the latest phase of a 25-year campaign to open political doors that were locked to minority citizens before the Voting Rights Act was passed in 1965.

The act has long since eliminated the tortuous qualification and registration laws that once barred black voters from the polls throughout the Southern states.

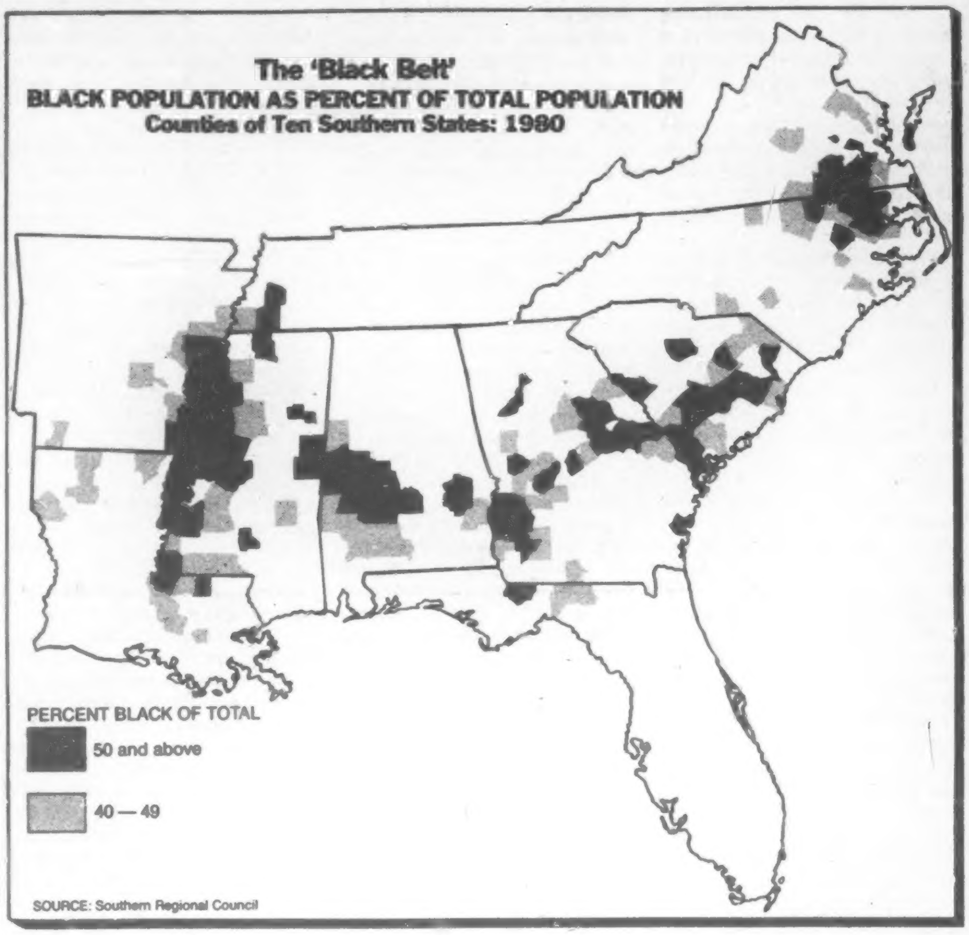
Yet in numerous communities—including many outside the South—whites continue to monopolize political office, rights workers contend.

In many areas of the South and the Southwest, they say, this lockhold continues to deny black and Hispanic parents a direct say in how their children are taught.

"We have school districts where the students are almost entirely black but the school boards are all white," said Morris Kinsey, education chairman for the Mississippi N.A.A.C.P.

Looking to the Courts

"Many of these [board members] have no interest in the quality of education for black folk," he charged. "They are only interested in controlling the almighty dollar."



The 'Black Belt'

BLACK POPULATION AS PERCENT OF TOTAL POPULATION

Counties of Ten Southern States: 1980

SOURCE: Southern Regional Council

For more than a decade, minority voters—joined at times by the U.S. Justice Department—have turned to the courts to overturn discriminatory election laws. But both the number and the scope of these suits have increased dramatically in recent years, legal experts say.

As of January 1985, a total of 141 governmental jurisdictions, including 34 school boards, were facing voting-rights suits in the 11 Southern states, according to the S.R.C.

Although more current figures are not available, civil-rights lawyers agree that the number of cases has increased dramatically, especially in the past two years.

Political analysts say this trend has partially countered the overall drop in minority representation on school boards.

While the total number of black members—many of whom are appointed—has gone down, the number of black elected members has risen by 13 percent since 1984, according to the Joint Center for Political Research, a group that monitors minority political trends.

The resurgence, legal experts say, began in 1982, when the Congress approved far-reaching revisions in the Voting Rights Act. In response to a controversial 1980 ruling by the Supreme Court, the Congress amended the law to, in effect, overrule the Court's decision.

In *Bolden* v. *City of Mobile*, the Court had ruled against the plaintiffs, saying they had failed to prove city officials deliberately intended to discriminate against black voters.

The ruling posed a major problem for the civil-rights community, because proving intent can be an expensive and time-consuming task, said Pam Karlan, an assistant counsel with the N.A.A.C.P. Legal Defense and Educational Fund.

"The courts have traditionally been loath to find that local officials acted with discriminatory intent," she said.

In the wake of the 1980 ruling, Ms. Karlan explained, voting-rights litigation tapered off to nearly nothing.

The Congress, however, ignoring objections by the Reagan Administration, loosened the test for proving discrimination. The new law only requires plaintiffs to show that election procedures have a discriminatory impact on minority voters.

Last year, in *Gingles* v. *Thornburg*, its first major voting-rights decision since the 1982 amendments, the Supreme Court gave another major boost to the movement.

Reversing course, the High Court adopted a broad interpretation of the 1982 revisions. The ruling, which outlines the specific statistical evidence needed to prove election bias, further strengthens the ability of voting-rights advocates to win election reforms.

Negative Effects

Black activists in several Southern states claim the election barriers facing blacks in many communities have had direct negative effects on their communities and on the education of black children.

Among their complaints:

- **A lack of positive role models.** In educational systems dominated by whites, they contend, black children do not come to understand that they, too, can someday be leaders. Many white-controlled boards, activists charge, have failed to aggressively recruit blacks for top administrative jobs.

"That's one of the main problems I see, not just in my district but all over the South," said James Jackson, a black board member in the rural town of Senatobia, Miss. "We do not have black leadership in our schools."

- **Unmet needs.** White authorities in some districts have not worked hard to develop programs for minority students, even when federal and state funding is available, black leaders charge.

Conversely, they add, other white administrators have tended to keep black students enrolled in Chapter 1 and special education as a way of increasing federal and state aid.

- **Exclusion from economic benefits.** Minority businesses are often ignored when boards award lucrative supply and service contracts, black leaders claim. Patronage jobs—still a tradition in many districts—also go elsewhere, they say.

Such bias, they add, can be especially damaging in rural areas, where school districts are often the largest employer and most important enterprise in a community.

- **White manipulation.** When black candidates do win office in at-large elections, activists say, it is often because whites view them as less of a threat to the established order than other black politicians.

In a 1985 race in Greensboro, N.C., for example, whites threw their support to two black school-board candidates who were viewed as more moderate than the black incumbents. Both challengers won, according to Carolyn Coleman, executive director of the local N.A.A.C.P. chapter.

"I don't want to give the impression that [the new board members] are Uncle Toms," Ms. Coleman said. "But they do not represent the views and aspirations of the blacks."

Statistical Evidence

Statistical data support at least some of these claims.

A recent study of 174 large urban

Continued on Following Page

Continued from Preceding Page

school districts, for instance, indicated a strong correlation between black representation and the hiring of blacks to fill top administrative posts, according to the researchers.

The data "strongly suggest that blacks on the school board are able to create opportunities for other blacks in administrative positions," concluded Kenneth Meier, Joseph Stewart Jr., and Robert England in *Race, Class and Education. (See Education Week, Nov. 11, 1987.)*

Black political clout, the study asserted, creates a "developmental sequence" in which black superintendents recruit additional black principals, who in turn hire and promote more black teachers.

Increases in the number of black teachers, the three reseachers added, tends to lower the number of black students assigned to special programs for slow learners.

In a 1980 study, the Southern Regional Council said it found strong links between black political and administrative control and improved services in predominantly black schools in Georgia and Alabama.

According to Steve Suitts, the S.R.C.'s executive director, the council found that school systems with black leadership reported significantly fewer student-discipline problems than districts run by whites.

Proportional Representation?

Still, many conservative legal scholars criticize the push to replace existing at-large systems on philosophical grounds.

These critics contend that the civil-rights community is actually seeking an ironclad guarantee of proportional representation by race. Such a quota system, they argue, is itself undemocratic.

Other observers question whether black voters have been well served in the push by civil-rights activists to create separate political districts with black majorities.

In at-large jurisdictions, blacks may be a minority, but they can wield "effective veto power" by supporting some white candidates over others, argued Mr. Sabato, the political-science professor at the University of Virginia.

Once black voters are removed from their districts, he added, white politicians no longer have to consider their views. And because abolishing at-large elections only ensures blacks a minority of seats on a board, the white majority can continue to hold most of the power.

"You end up trading real influence for a few black faces around the table," he said.

But Armand Durfner, a political consultant and civil-rights lawyer in South Carolina, strongly rejected that argument. Any capable elected official, he asserted, learns to make deals, trading favors and votes to advance a political program.

Adroit use of such tactics, he said, can persuade white leaders to support black goals, such as a more equitable distribution of resources between largely white and largely black schools.

"Anybody who holds a seat, who holds a vote, has something to offer," Mr. Durfner said.

Costly Battles

But while political clout may be valuable, it can also be expensive. The costs of a protracted voting-rights suit can be a formidable burden for both sides, lawyers noted.

In Midland, Tex., for instance, a pending case could end up costing the plaintiffs as much as a half a million dollars in legal fees and other costs, according to Mr. Rios, the lawyer who is handling the case.

The steep price of litigation is leading some civil-rights groups to take aim at large groups of governmental agencies, instead of taking action against them individually.

But high costs are also bringing an increasing number of districts to the bargaining table, lawyers said.

The 1982 amendments and last year's Supreme Court ruling in the *Gingles* case reportedly have made government officials more willing to settle out of court.

"I think a lot of defendants have seen the handwriting on the wall," said Ms. Karlan, the L.D.E.F. attorney. "They don't want to waste money on a fight they can't win."

Still, the litigation process is, as one education advocate put it, "a mighty slow boat to social change." Court proceedings and settlement talks, lawyers noted, can take years, allowing government authorities to wage a war of attrition against meagerly funded plaintiffs.

Civil-rights lawyers charged that the Justice Department has helped preserve discriminatory systems by declining to challenge election laws on its own. The department, once an aggressive litigator, has become reluctant to sue under the Reagan Administration, they claimed.

A spokesman for the Justice Department's civil-rights division denied those charges, saying the department had taken action against a number of local governments in recent years.

'Groundwork' for Gains

But with or without its participation, some experts contended that the battle over at-large races and other election practices is actually nearing its end—ironically, as a result of the movement's own successes.

Voting-rights lawyers, these analysts said, have nearly run out of localities to sue. In most of the remaining communities, blacks are not numerous enough to claim election districts of their own.

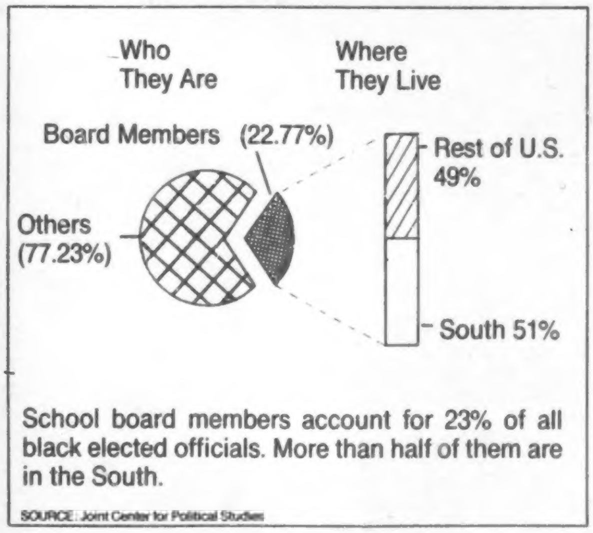
Most voting-rights activists reject that analysis. But even the staunchest say they recognize that the day will eventually come when black political gains can only be won at the polls, and not in the courtroom.

"The assumption," said the A.C.L.U.'s Mr. McDonald, "is that all of this will lay the groundwork for coalition-building and for mutual respect based on power-sharing."

UPI/Bettmann Newsphotos

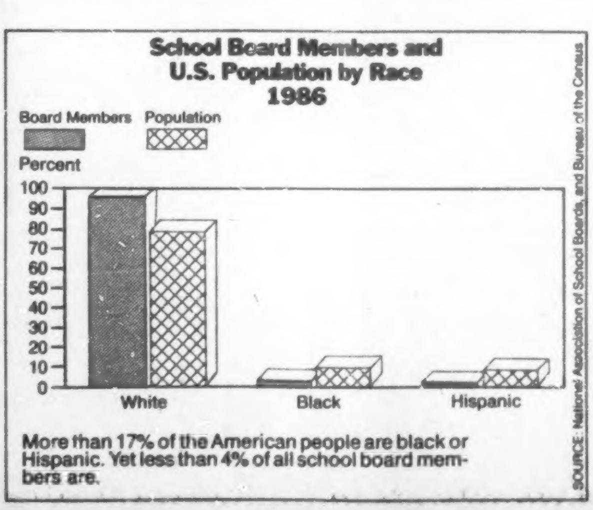
Black residents of Jackson, Miss., registering to vote in 1965, after passage of Voting Rights Act.

Black Elected Officials



School board members account for 23% of all black elected officials. More than half of them are in the South.

SOURCE: Joint Center for Political Studies



School Board Members and U.S. Population by Race 1986

More than 17% of the American people are black or Hispanic. Yet less than 4% of all school board members are.

SOURCE: National Association of School Boards, and Bureau of the Census

Push Is On To Overturn Laws in North and West

While efforts to overturn unfair election laws have been largely focused on the South—the traditional battleground for civil-rights conflicts—blacks and other minority-group voters are beginning to challenge the political status quo in a number of communities in Northern and Western states.

A recent round of court cases in Illinois, for instance, has created new black-majority districts for school boards and other governmental bodies in several cities, allowing blacks to win seats on those panels for the first time in this century.

And other racial groups protected by federal civil-rights law, such as Hispanics and Native Americans, are moving in various locales to increase their representation on school boards and other local government bodies.

For years, civil-rights advocates note, these groups have faced many of the same obstacles to political power that have confronted blacks—discriminatory housing patterns, dilution of voting strength, and white hostility.

Hispanic voters in Texas have been especially aggressive in seeking relief in the courts, according to Rolando Rios, a San Antonio-based lawyer who has argued more than 40 such cases over the past 10 years.

Mr. Rios is currently embroiled in a prolonged battle against school officials in Midland, Tex., a city of about 90,000 in the western part of the state.

Despite the district's sizable Hispanic minority, the Midland school board is completely Anglo-American, Mr. Rios said. He blamed this on an at-large election system that allows the Anglo majority to choose all of the board's members.

Such a system, he charged, helps perpetuate a near monopoly on political control by the affluent, white-collar Anglos who work for the many oil companies with offices in Midland.

The school board, Mr. Rios noted, controls the property tax levied on the city's substantial number of expensive homes. "That's a bastion of power which the local establishment is unwilling to give up," he said.

In several other Texas communities, Hispanics are waging similar battles, Mr. Rios said.

Native Americans, too, are pressing for change, according to other voting-rights activists. Laughlin McDonald, the Southern regional director for the American Civil Liberties Union, said Indian voters recently won a court decision in Big Horn County, Mont., banning at-large elections there.

Changes in the federal voting-rights law, which eased the burden of proof for plaintiffs, have helped spur the growth of litigation outside the South, legal experts said.

Before the Congress amended the law in 1982, they noted, minority voters were required to prove that voting laws were passed with discriminatory intent. But this was especially difficult for minority groups other than blacks, because, for the most part, they had not suffered under the same kind of legally sanctioned segregation that affected Southern blacks.

The historical record of these "Jim Crow" laws, the experts explained, often provided black plaintiffs with damning evidence of biased intent, evidence that was not available to other minority groups.

But some legal experts caution that this single historical interpretation can be overstated. Mr. McDonald, for instance, noted that Native Americans in Montana were legally denied the right to vote until 1924.

"We have documented instances of intimidation and obstruction by local voting authorities as recent as a few years ago," he said.

James Craven, the lawyer handling the Illinois cases, made much the same point about discrimination in Northern cities. The city of Springfield, a defendant in one of those cases, maintained separate schools, hospitals, and even cemeteries for blacks for many years, he noted.

Segregation, he said, "may have not been as intentional or as pervasive [as in the South], but the impact was the same." —W.S.

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This Week's Forum: Page 38

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Carnegie Revamps and Relocates Forum on Economy and Education

By Lynn Olson

Carnegie Corporation officials said last week that the Carnegie Forum on Education and the Economy will be moved from Washington to the foundation's home office in New York City and will be converted chiefly into a grant-making program.

Marc S. Tucker, the forum's executive director, has left the corporation to launch an entity called the National Center on Education and the Economy, which will be based in Rochester, N.Y. *(See story on page 25.)*

The developments signal a new incarnation for the forum, one of the most ambitious foundation initiatives in education in recent history.

The forum was created by the corporation as a 10-year, multi-million-dollar endeavor in 1985. It was designed to bring together leading Americans who could help reshape education policy to reflect the demands of a scientific and technologically oriented economy. The forum's 1986 report, *A Nation Prepared: Teachers for the 21st Century*, quickly became one of the most-often cited documents of the school-reform movement. Its release catapulted the forum into the national spotlight, and turned its director, Mr. Tucker, from a little-known policy analyst into a prominent spokesman for American education.

Carnegie Corporation officials said last

Continued on Page 24

AP/Wide World Photos

Bennett at press conference on his "James Madison High School" proposal.

Bennett Offers High School's 'Ideal' Content

By Robert Rothman

WASHINGTON—Saying that Americans share a common vision of what high school should accomplish, Secretary of Education William J. Bennett unveiled on Dec. 29 a proposed core curriculum that would strengthen course requirements and stiffen content.

Contained in a document titled to honor James Madison, the fourth President and primary architect of the Constitution, the curriculum stresses the acquisition of language skills and "a shared body of knowledge," and is rigorous in its demands of schools and students. *(Text, page 27; reactions, page 26.)*

In Mr. Bennett's hypothetical "James Madison High School," students would spend up to three-fourths of their time in required academic coursework, including four years of English, three years each of mathematics, social studies, and science, two years of foreign languages, and one year of art and music.

"I believe that there remains a common ground that virtually all our schools can reach and inhabit," he says in the report, *James Madison High School: A Curriculum for American Students*. "And I believe that most Americans agree about what that common ground is—about what our students should learn."

"Our children should know about continental shift and quadratic equations," he said at a press conference here marking the report's release, "about Gothic architecture and the Gettysburg Address; about what a symphony is, and about who Shakespeare is and what he wrote."

Responding to Mr. Bennett's curricular outline, educators generally praised its academic toughness, but questioned whether such a program would be useful to the many students unwilling or unable to master it.

But the Secretary argues that all students—not just those with high ability or motivation—should be exposed to such a

Continued on Page 26

Study, Contracts Mark Changes in Education Research

Agency Charts Decline In Scope of Activities

By Julie A. Miller

WASHINGTON—The amount of research produced by the Education Department has plunged precipitously since 1980, a new study by the General Accounting Office concludes.

The report also found that funding has shifted from individual researchers to department-sponsored laboratories, and from new research to dissemination.

The main reason for the decline in research is financial, according to the G.A.O. Federal funding for such efforts declined more than 70 percent in constant dollars from 1972 to 1986, although overall education spending increased by 38 percent and federal support for research in general increased 4 percent.

"We have observed this ourselves, and we are quite concerned about the erosion of the research infrastructure," said Richard Shavelson, president of the American Educational Research Association. "It takes a long time to rebuild. Talented people have

Continued on Page 21

Longtime Contractors Lose ERIC Centers

By Robert Rothman

WASHINGTON—The Educational Testing Service and the National Council of Teachers of English have lost their bids for new, five-year contracts to continue running two of the federally funded information clearinghouses on education.

Each organization has operated an Educational Resources Information Center for

Continued on Page 20

Courts Back Moves To End Busing Plans

By William Snider

In a major victory for the Reagan Administration, a federal appeals court has upheld the right of the Austin, Tex., school board to dismantle a court-ordered busing plan for students in elementary grades.

In its Dec. 15 decision, the three-judge panel of the U.S. Court of Appeals for the Fifth Circuit said an earlier finding that the district was "unitary," or legally desegregated, freed the Austin board from the jurisdiction of the federal courts and ended its duty to comply with a 1980 consent decree that mandated student busing.

Meanwhile, a federal district judge in Oklahoma City last month ruled that educational considerations, and not an intent to discriminate, were the basis of that school board's decision to discontinue a mandatory student-busing plan. At the same time, U.S. District Judge Luther Bohanon dissolved the 1972 court order that established compulsory student busing in the district.

Although the courts in both cases upheld a return to neighborhood schools in the Texas and Oklahoma districts, their decisions are based on markedly different legal precedents.

They highlight a rift that has existed

Continued on Page 23

New Study Documents the Need for 'Culture Sensitive' AIDS Education

By Debra Viadero

A new study suggests that the teen-agers who are statistically at greatest risk for contracting AIDS—blacks and Hispanics—are not receiving adequate information on how the disease is spread.

Results from the study, published in the current issue of the *American Journal of Public Health*, indicate that young people in these minority groups are twice as likely as their white peers to harbor misconceptions about how they can avoid AIDS.

According to experts, the report makes a pressing case for more aggressive and "culturally sensitive" AIDS-prevention education in minority communities, where the disease has spread at a rate disproportionate to that of the population at large.

Blacks make up 12 percent of the U.S. population but constitute 25 percent of all AIDS cases in this country, according to the federal Centers for Disease Control. Similarly, Hispanics, who make up 6 percent of the population, constitute 14 percent of all AIDS victims.

Moreover, minority children account for nearly 80 percent of all pediatric AIDS cases.

"The group that has the highest risk are only half aware, for example, that condoms can help them," said Ralph DiClemente, one of the study's three authors and a research professor at the University of California at San Francisco's medical school.

Mr. DiClemente and his collaborators

Continued on Page 31

Also in the news

The Education Year In Review

Continuity and change marked 1987: Budgets, reform, accountability—old issues revisited, new ones emerging.

2

After 17 Years, Judge Dismisses Landmark Civil-Rights Suit

An appeal is expected in the Adams class action charging lax enforcement by the Education Department.

16

N.Y.C. Picks a Chancellor

After months of political infighting, the school board chose Minneapolis's Richard Green to fill what has been called "the impossible job" of running the city's schools.

7

plunge in the stock market on Oct. 19.

- The Environmental Protection Agency approves tough new regulations on asbestos in schools.
- The decline in minority enrollment in colleges has reached "alarming proportions," the American Council on Education warns.
- The teacher-attrition rate is at a 25-year low but is likely to rise, the RAND Corporation reports.
- Secretary Bennett stresses sexual abstinence in a booklet on teaching children about AIDS.

November

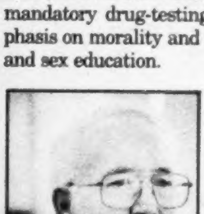
- The Council of Chief State School Officers calls on states to "guarantee" school quality for at-risk students.
- The nation's Roman Catholic bishops sharply criticize school health clinics that dispense contraceptives.
- The National Council of Teachers of Mathematics unveils a new "vision" for the K-12 math curriculum.

December

- The U.S. Supreme Court leaves unresolved the constitutionality of state moment-of-silence laws.
- Normed tests are skewed to find most elementary pupils above average, a study concludes.
- Ohio State University loses its federal grant to operate the National Center for Research in Vocational Education.
- The omnibus education reauthorization bill passes the Senate.

and strengthened several grassroots coalitions bent on reforming the schools.

In a busy and combative year, **Secretary of Education William J. Bennett** criticized the Sandinista government in Nicaragua during a trip to Managua, attacked a report on global education endorsed by the Secretary of State, criticized textbook publishers for serving up "bland porridge," and called the National Education Association "the most entrenched and combative opponent of education reform." He also served as the Administration's chief spear-carrier during the Douglas Ginsburg snafu, giving the embattled Supreme Court nominee the signal to withdraw, and used his "bully pulpit" to call for mandatory drug-testing and greater emphasis on morality and abstinence in AIDS and sex education.



Terrel H. Bell

Terrel H. Bell, meanwhile, told a tale of political infighting and disillusionment in a memoir of his tenure as President Reagan's first Secretary of Education, *The Thirteenth Man*. Mr. Bell wrote that while he publicly defended the President's programs, he waged a constant, behind-the-scenes battle with "White House ideologues" bent on destroying the federal presence in both education and civil rights.

IN SUMMARY

A Push for Minority Teachers
Citing new findings on the "unacceptably low" number of minority students enrolled in teacher training, a leading group representing education schools has drafted a 10-point plan to address the problem. **Page 6.**

Bureaucratic Roadblocks
Most states have undertaken initiatives to help disadvantaged children over the past five years, but bureaucratic battles over turf threaten to undermine those efforts, according to a new national study. **Page 8.**

Discord on AIDS Education
Disagreement among church leaders, rather than a clarification of how to teach students about AIDS, has followed the release of a controversial policy paper on the subject by the nation's Roman Catholic bishops. **Page 10.**

A Principal Under Fire
The Paterson, N.J., school board will decide this week whether to lodge charges of insubordination and unbefitting conduct against a controversial principal known nationally for his tough leadership style. **Page 10.**

A New Legislative Season
The legislative season got under way in the two biggest states last week, as California's governor declared a truce with the state school chief, while New York's chief executive called for a "Decade of the Child." **Page 12.**

Updating Asbestos Litigation
At least 1,400 districts and private schools have pulled out of a nationwide class action against former asbestos manufacturers, while some 300 plaintiffs in Michigan have joined the first such statewide suit. **Page 14.**

Education and the Budget
The struggle over the Congress's 1988 omnibus appropriations bill ended with a slight overall gain for federal education programs, and attention is now shifting to the late-starting budget process for the 1989 fiscal year. **Page 17.**

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FORUM
"Education and AIDS."
Statement on Page 38

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ACROSS THE NATION

NATIONAL

E.T.S. Reaches Settlement in Suit Against Test-Coaching Firm

The Educational Testing Service, which produces the Scholastic Aptitude Test, has reached a settlement in the copyright-infringement suit it filed two years ago against the Princeton Review, a test-coaching firm.

Under the terms of the settlement, John Katzman, president of the coaching concern, has admitted that Princeton Review included 17 slightly altered S.A.T. questions in its course materials. The company will pay E.T.S. $52,000 and grant it the right to inspect coaching materials over the next four years.

Princeton Review, which Mr. Katzman described as the largest S.A.T.-preparation service in the country, last year coached 18,000 students in 35 cities on how to improve their scores on the test.

Survey Cites School Improvements As Key to Competitiveness

Industry, government, and university officials say in a new survey that improvements in precollegiate education—particularly in mathematics and science—will be the key factor in upgrading the nation's economic competitiveness.

The survey, conducted by the National Governors' Association and the Conference Board with support from the National Science Foundation, found agreement among the respondents on the education system's general soundness, but showed that most felt that maintaining technological leadership would require improvements.

The leaders surveyed said state governments, businesses, and universities could improve precollegiate science and math education by offering scholarships to prospective teachers, altering certification requirements to allow retired mathematicians and scientists to become teachers, and recruiting minority students into the fields as early as possible.

Copies of a report on the survey and a series of regional forums, "The Role of Science and Technology in Economic Competitiveness," may be obtained from the Forms and Publications Office, National Science Foundation, Room 232, Washington, D.C. 20550; telephone: (202) 357-7861.

■ **The grand prize in a national contest** being sponsored by a St. Paul, Minn., computer manufacturer should accomplish the competition's goal: spurring interest in supercomputers among high-school students.

Carl S. Ledbetter, president of ETA Systems Inc., says the winning entry in his company's SuperQuest contest will be a $1-million supercomputer for the contestants' school. .

Teams of three students and one teacher from each school entering the contest will have to propose, by Feb. 26, a scientific problem and an explanation of how a supercomputer could be used to find a solution to it that is new, more correct, or more extensive than those now available.

A supercomputer can handle 375 million mathematical equations a second, a rate thousands of times faster than that of a regular personal computer.

The four teams selected as semifinalists will be invited to an all-expenses-paid training program next summer to work on a supercomputer at the company's headquarters. The winner will be selected at the end of the session in August.

Further information is available by phone through a toll-free number, 1-800-553-2214, extension 563.

STATES

N.J. Licensure Plan for Principals Would Drop Teaching Requirement

Commissioner of Education Saul Cooperman of New Jersey has submitted to the state board of education a set of proposed regulations that would radically revamp the way public-school principals are trained and licensed.

Under the proposal presented to the board last month, prospective principals would be required to complete a master's degree in management or "leadership science," pass a state-developed examination, and undergo a thorough performance evaluation at a state-approved assessment center, said Leo Klagholz, director of teacher preparation and licensure for the state education department.

Candidates who successfully completed this part of the process, Mr. Klagholz said, would then have to find a district to employ them provisionally while they underwent a 60-day "pre-residency"—including some teaching experience and coursework in curriculum development and instructional supervision—and a one- to two-year residency that would be supervised by a mentor.

The most controversial provision of the plan is a proposal to eliminate teaching experience as a requirement for the principalship. Current licensure standards require principals to have at least three years of teaching experience.

■ **Gerard T. Indelicato, the former education advisor to Gov. Michael S. Dukakis of** Massachusetts, has been indicted by a federal grand jury on charges of scheming to receive kickbacks from federal grants.

According to the indictment, Mr. Indelicato, who resigned as president of Bridgewater State College last month, and three others are accused of defrauding the state and the federal government of more than $70,000 in adult-education funds between 1979 and 1983. From 1983 to 1986, Mr. Indelicato was education advisor to Governor Dukakis, who is currently seeking the Democratic nomination for President.

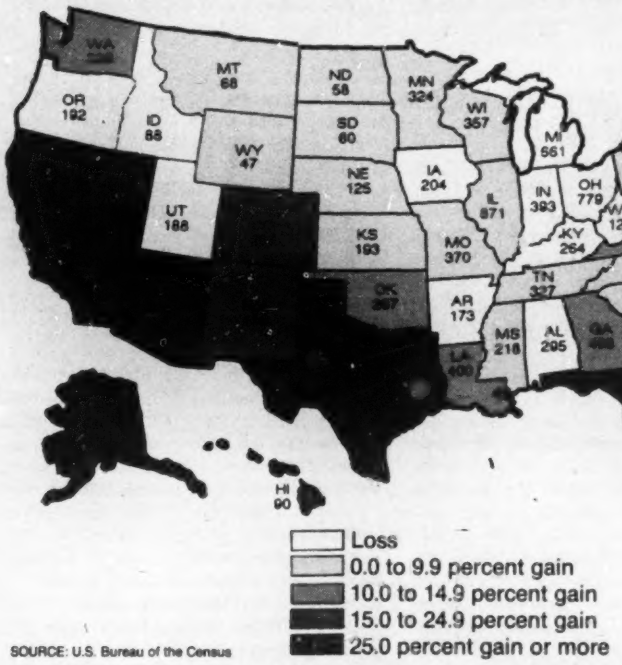
Mr. Indelicato is charged with conspiracy to commit mail and wire fraud, two counts of mail fraud, three counts of making false statements on federal income-tax forms, and one count of perjury before a federal grand jury. If convicted on all counts, he faces a maximum penalty of 26 years in prison and $330,000 in fines.

■ **Texas would become the sixth state to require students to pass a writing test** to graduate from high school under a policy tentatively approved by the state board.

The proposal, expected to receive final approval next month, would take effect with the class of 1990. The state commissioner of education, however, has urged that the effective date be moved ahead a year, so that all students can be informed of the policy before they enter high school.

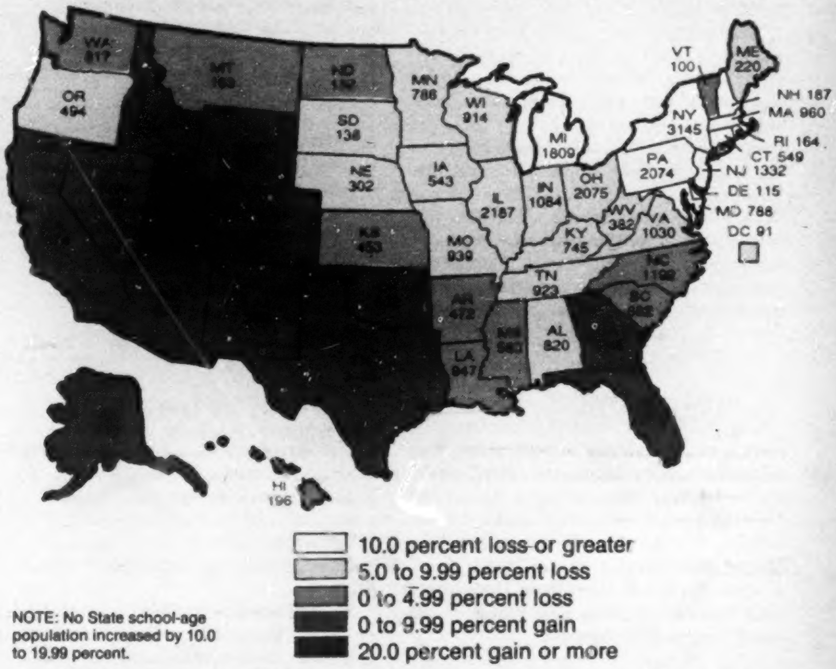
In a related development, the Texas Education Agency revealed last month that the passing rate on the Texas Educational Assessment of Minimal Skills had declined by 11 percentage points over the past year, due primarily to a new policy that raised the

Change in Preschool-Age Children: 1980-86
(Numbers shown for each State are children in thousands)



SOURCE: U.S. Bureau of the Census

Change in School-Age Population: 1980-86
(Numbers shown for each State are children in thousands)



NOTE: No State school-age population increased by 10.0 to 19.99 percent.

The "baby boomlet" of the 1980's is beginning to swell school enrollments, reversing the sharp drop caused by the substantial decline in births in the early 1970's. The preschool population has expanded by 10 percent since 1980, the U.S. Bureau of the Census reports. Utah and Alaska have experienced the largest gains—more than 20 percent—in the number of school-age children.

Continued from Page 3

passing standard on the mathematics portion of the test. The new policy requires students to answer 50 of 72 items correctly.

■ **The state superintendent of education in Illinois** suggests that Chicago's appointed school board be disbanded.

To take its place, the state chief, Ted Sanders, proposes the election of a board that would govern all of the city's high schools and several local boards that would oversee groups of elementary schools.

While disputing critics who say the beleaguered Chicago system has a "bloated bureaucracy," Mr. Sanders says an overhaul of the district's governance structure is necessary to bolster citizen and parent participation in the schools.

Such a restructuring, he told the state board of education last month, should be coupled with increased state aid to enable the district to reduce class sizes and offer more programs for the substantial number of Chicago students living in poverty.

■ **Six public-school teachers in Ohio have filed suit against the Ohio Education Association** to halt what they claim is an improper deduction of union fees from the paychecks of non-union teachers.

The teachers, who are being represented by lawyers for the national Right to Work Foundation, filed suit in U.S. district court in Akron on Dec. 30.

They seek to block fee deductions for 1988 until the judge determines if the union's procedures meet guidelines established by the U.S. Supreme Court for collecting union dues from nonmembers in so-called agency shops. Fee deductions were scheduled to begin this week.

The teachers also plan to ask that the lawsuit be certified as a class action on behalf of nonunion teachers in all 126 school districts in the state certified to collect fees from nonunion employees.

■ **Rhode Island will have to delay requiring all high-school teachers** to meet tougher certification standards because of a ruling by a state judge.

The standards, passed by the state board of regents in 1984, increased the number of credits teachers must have in their subject areas from 18 to 30. Teachers who had earned provisional certificates before that time had until Sept. 1 of this school year to meet the requirement or lose their licenses.

But Superior Court Judge Americo Campanella ruled last month that the state cannot prematurely cancel some provisional certificates, which extend until 1989 or 1990. Teachers with those certificates will not have to meet the new standards until their current licenses expire.

■ **The Delaware affiliate of the National Education Association has filed suit** in superior court challenging a new statewide policy that requires public-school teachers to work a minimum of 7½ hours a day, the same number of hours as other state employees.

The lawsuit argues that the adoption by the Delaware Board of Education in November of the statewide workday definition for teachers violates the state's public-employee-relations act.

Mary Anne Galloway, president of the Delaware State Education Association, said that under the law, working co[illegible]tions—which include work hours—a[illegible]o be decided locally through bargaining.

■ **More than half of Georgia educators responding to a recent survey** said the state's education-reform act had not improved the quality of the public schools during the past two years. And more than 70 percent predicted that the legislation would not reduce the number of students who fail courses or drop out of school

The survey was conducted by the Professional Association of Georgia Educators.

One of the teachers' biggest complaints about the reform law was that its implemention required an excessive amount of paperwork. Ninety-two percent of those surveyed, for example, disagreed with a statement that the amount of paperwork required was "useful and necessary."

The association has presented a list of 12 recommendations to the Governor and other key state policymakers to reduce the paperwork burden. Among its recommendations was a suggestion that all teachers be assigned a paraprofessional to handle some of the paperwork requirements.

DISTRICTS

Boston Mayor Pledges Jobs For All High-School Graduates

Mayor Raymond L. Flynn of Boston, predicting that thousands of new jobs will be created in the city in the years ahead, last week pledged "a good job at a living wage" for every student who graduates from the city's public high schools.

Boston's strong economy should be capable of providing employment "for every young person willing to work," he said in an address marking the start of his second term.

To help fulfill his "very special pledge," Mr. Flynn said he would expand existing public-private partnerships, such as the Boston Compact, a six-year-old education-business collaborative aimed at finding jobs for high-school graduates.

In addition, he said he would soon announce the creation of a new "jobs academy" to provide training for people with inadequate skills.

Los Angeles Schools Need Not Serve All Adults Seeking English Classes

The Los Angeles Unified School District is not legally bound to provide English-as-a-second-language classes to all the adults who apply, a California judge has ruled.

Some 30,000 adults are now on waiting lists for such classes, according to Carmen Estrada, a lawyer representing minority plaintiffs who filed a suit seeking more E.S.L. classes for the district's rapidly expanding immigrant population.

A provision in the state education code requires that adult-education classes be established whenever 20 or more people apply for a particular course, she said.

But Superior Court Judge Jerry Fields ruled Nov. 30 that the district had provided classes to the best of its ability and was not required by statute to serve all applicants.

Michael Johnson, a lawyer for the school district, said 200,000 adults are currently enrolled in the district's E.S.L. classes, about 52 percent of all those enrolled in its adult-education program. He said insufficient state funding prevented the district from serving all applicants.

Ms. Estrada said the plaintiffs probably would appeal the ruling.

■ **Three New Jersey school districts will continue to observe** a moment of silence before the start of classes despite the Dec. 1 U.S. Supreme Court decision that let stand a ruling that the state's law on the matter is unconstitutional.

School officials in the districts of Sayreville, Pennsville, and Woodbury say they will not change their moment-of-silence policies, which were put into effect before the legislature approved the practice in 1982.

In a letter to the American Civil Liberties Union last month, state Attorney General W. Cary Edwards said there were "legitimate secular reasons" for the districts' daily "contemplative moment," and that the policies were not enacted for religious purposes.

■ **The Bremen, Ill., school district has won the right** to prohibit male students from wearing earrings in school.

U.S. District Judge Paul E. Plunkett ruled Dec. 2 that the prohibition, part of a ban on various symbols and modes of dress identified with local gangs, was "rational" and nondiscriminatory.

The rule, which was challenged in a suit by a 17-year-old student, is part of a comprehensive policy designed to deter gang activity in Bremen schools, according to James E. Riordan, the district's superintendent.

UPDATE

■ Reversing an earlier position, the U.S. Labor Department has **accepted an appeal by six states that will temporarily allow them to continue using student school-bus drivers.**

In August, the department ordered the states—Iowa, Mississippi, Nebraska, North Carolina, South Carolina, and Wyoming—to have all buses driven by adults by Jan. 1 of this year. *(See Education Week, Sept. 1, 1987.)*

But last month, department officials postponed implementation of the order

Study Finds Steep Decline in Federal Spending on Research

Continued from Page 1

left the field and the motivation to go into it isn't there."

The chairman of the House Select Education Subcommittee, Representative Major R. Owens, Democrat of New York, chided the Administration in a statement in the Dec. 18 *Congressional Record* for neglecting education research in favor of military research.

An aide said the panel may hold oversight hearings as a result of the report, which was commissioned in 1984 by Representative Austin Murphy, Democrat of Pennsylvania, who was then the panel's chairman.

Chester E. Finn Jr., assistant secretary for educational research and improvement, said last week that he agreed with many of the G.A.O.'s conclusions.

Mr. Finn said the department has asked for more research funding than the Congress has appropriated in each of the last two years. It is one of only a few areas in which the department has sought a funding increase.

He also argued that some funding shifts that are criticized in the report are the result of inadequate resources and Congressional restrictions.

Declines Documented

The report examines work supported through 1985 by the National Institute of Education, the National Center for Education Statistics, and the Office of Planning, Budget, and Evaluation. The N.I.E. was abolished when research functions were reorganized in 1985, and its responsibilities were assumed by the new office of educational research and improvement. The N.C.E.S. was renamed the Center for Education Statistics as part of the same reorganization.

From 1980 to 1985, the number of research awards made through N.I.E. decreased by 65 percent, from 476 to 168. O.P.B.E. awards declined by 79 percent, from 119 to 25, partially as a result of the consolidation of many programs into the Chapter 2 block grant. The number of surveys performed by N.C.E.S. declined from 55 in 1980 to 38 in 1983.

Although the total number of studies declined, those that were Congressionally mandated were protected, and thus rose from 55 percent to 79 percent of all N.I.E. activities between 1980 and 1984.

Topics "seen as priority areas" for education reform and topics of concern to minority groups received little funding, but the report does not show that any subject area suffered disproportionately.

It categorizes all individual awards made by N.I.E. over the study period. But by 1985 most new research was being done by the Education Department's laboratories and centers, for which the G.A.O. could not obtain such a breakdown.

Likely 'To Restrain Inquiry'

According to the report, the percentage of N.I.E. awards—both for new research and other activities—going to individual researchers declined from 75 percent in 1980 to 44 percent in 1985.

O.P.B.E. and N.C.E.S. do not fund unsolicited proposals and had always made most of their awards through competitive bidding on contracts rather than through grants, though the procedures were "more diverse" in 1980, the study says.

The shift in N.I.E. awards thus meant, according to the G.A.O., that the department gained tighter control of education-research projects while support for individual researchers "dried up." The report contends that although contracts may be best for some purposes, "their use as the predominant vehicle for funding research is likely to restrain inquiry."

Mr. Finn said he would fund more field-generated proposals if O.E.R.I. were not required by law to fund the laboratories and centers at certain levels.

"As the pie shrinks, the remainder gets smaller, but these don't," Mr. Finn said, adding that "it's slightly disingenuous for an arm of Congress to suggest that we have so much control" over what research is funded.

Mr. Finn also said the department uses a variety of funding mechanisms and encourages alternative approaches when it asks for bids on a contract. And the centers are more autonomous than the G.A.O. implies, he added.

Barbara Hadley

Mr. Shavelson agreed with Mr. Finn that "Congress has bound the hands of the department," but added that he has perceived a decline in the amount of advice department officials seek from outside researchers.

Shift to Dissemination

Pointing to another shift, the G.A.O. reported that N.I.E. awards for new data collection declined from 65 percent of all awards to 11 percent between 1980 and 1985, while dissemination projects increased from 22 percent to 43 percent of all awards.

This change is so pronounced that "the availability of up-to-date information to disseminate to teachers and other practitioners may be threatened," the report says.

The shift away from "new data collection" in both the labs and centers and other departmental activities, the G.A.O. asserts, may have "serious long-term consequences for education information."

> *"There is a bigger gap between what exists and what is out there than between what we do know and what we don't."*
>
> **Assistant Secretary of Education**
> **Chester E. Finn Jr.**

As available "prior research" fades in relevance, either new information must be produced, the G.A.O. warns, or policymakers, practitioners, and scholars will find themselves without usable data.

"In an ideal world, I would like to do more of both," Mr. Finn said, "but I think the balance should shift some toward application of that which is already known. There is a bigger gap between what exists and what is out there than between what we do know and what we don't."

Mr. Shavelson argued that both new research and dissemination should be funded. "But it is a bad thing when you relatively increase the dissemination instead of the research," he added. "I'm not sure the issue is that more [dissemination] is better, but that we need to do a better job of it."

Problems With Statistics

Relying on assessments by the department and outside experts, the report also discusses the quality of education statistics and looks in detail at three N.C.E.S. activities: the National Assessment of Educational Progress, the Common Core of Data, and the Fast Response Survey System.

The G.A.O. concludes that budget cutbacks have affected the quality of federal statistics in some cases. It cites a decline in the number of groups tested in NAEP's standardized measures of student achievement and the increasing years between sampling cycles.

The study also contends that turnover in leadership in the department's research divisions resulted in inconsistency and the scuttling of partially completed projects.

The report says NAEP and the F.R.S.S., a system used for completing quick surveys on pressing issues, generally received favorable ratings. But the Common Core of Data, an annual survey of school districts that is used to report statistics on such topics as enrollment, "was generally poor in its quality of information."

Mr. Finn said last week that the G.A.O. finding was "basically correct, with respect to the past," but argued that the major departmental effort begun in 1985 to upgrade statistical quality has had "a fair amount of success."

Mr. Shavelson agreed. But the G.A.O. maintains that "it is too early to determine" whether the department's efforts "will adequately address the problems identified in this report or the new problems that the changes themselves might create."

Number of National Institute of Education Individual Research Awards for New Data Collection in 1980 and 1985.

Area[1]	1980	1985
Special populations		
Disadvantaged	2	3
Bilingual	13	1
Language minority	3	1
Handicapped	7	0
Minority	9	0
Blacks	8	0
Native Americans	3	0
Females	10	0
Hispanics	1	0
Total	**56**	**5**
Area studies		
Reading and writing	40	2
Math and science	23	1
Language acquisition	5	0
Social studies	1	0
Literacy	7	1
Total	**76**	**4**
Teaching and instruction		
Teachers	14	1
Instruction	7	0
Effective schools	12	3
Total	**33**	**4**
Learning in nonschool settings		
Parents and family	6	0
Work	2	0
Play and work	1	0
School, home, and community	3	0
Adult education	4	0
Total	**16**	**0**
Technology		
Computer technology	2	1
Other education technology	3	0
Radio and television	1	0
Total	**6**	**1**
School finance and resources		
Finance	3	0
Resources	2	0
Total	**5**	**0**
Education administration		
Leadership and management	9	0
Education administration	10	0
School district	2	0
Elementary and secondary education	1	0
Postsecondary education	3	0
Total	**25**	**0**
School problems		
Dropouts	1	0
Delinquency	2	0
Desegregation	7	0
Equity	4	0
Mainstreaming	1	0
Declining enrollments	2	0
Total	**17**	**0**
Student outcomes		
Achievement	2	1
Cognition	8	1
Social learning	1	0
Student success	2	0
Careers	3	0
Total	**16**	**2**
Testing and assessement	17	0
Research on dissemination		
Dissemination	2	0
ERIC	2	0
Total	**4**	**0**
Other		
Miscellaneous	12	0
Policy	10	0
Education standards	0	1
Total	**22**	**1**
Total	**293**	**17**

[1] This list includes nonlaboratory and noncenter awards.

Number of O.P.B.E. New Data Contract Awards for 1980 and 1985.

Area	1980	1985
Special populations		
Disadvantaged	12	0
Bilingual	4	3
Language minority	1	2
Handicapped	2	1
Native American	2	2
Women	1	0
Neglected and delinquent	1	0
Migrant	1	0
Total	**24**	**8**
Area studies: basic skills	3	0
Teaching and instruction		
Teachers	1	0
School improvement	1	0
Total	**2**	**0**
Learning in nonschool settings		
Parents	2	0
Adult and career education	2	0
Community education	1	0
Total	**5**	**0**
School resources and finance	2	0
Education administration: school districts	1	0
School problems: desegregation	4	0
Policy: department issues	0	3
Postsecondary education	3	1
Student loans and grants	5	0
College enrollment	0	1
Cooperative education	1	0
Total	**9**	**2**
Elementary and secondary	0	1
Chapter 2	0	1
Total	**1**	**1**
Vocational education	1	1
Rehabilitation	0	3
Dissemination: National Diffusion Network	1	0
Training	2	0
Federal education programs	1	0
Library or education resources	2	0
Program evaluation	1	0
Total	**59**	**18**

Percentage of Obligations Assigned to Laboratories and Centers Activities.

	% of Awards	
Activity[1]	1980	1985
Laboratories		
New data collection	34	24
Dissemination	29	41
Other	37	35
Total[2]	**$50**	**$39**
Centers[3]		
New data collection	62	56
Dissemination	12	21
Other	27	22
Total[2]	**$25**	**$28**

[1] Excludes 1985 data for the Educational Technology Center and the North Central Regional Education Laboratory.
[2] Multiyear awards in millions of current dollars.
[3] Excludes data from centers supported by N.I.E.'s discretionary funds.

SOURCE: Department of Education Office of Research Computer Management Information System.

National Institute of Education Awards for 1980 and 1985 by Type of Activity.

	% of Awards	
Activity[1]	1980	1985
New data collection	65	11
Dissemination	22	43
Other[2]	13	46
Total number of awards	**450**	**157**

[1] Excludes the operation of the mandated laboratories and centers.
[2] Includes planning, development, conferences, and support for experts for proposal reviews.

SOURCE: National Council on Educational Research annual reports for fiscal years 1980 and 1985 and data from the Office of Educational Research and Improvement.

National Institute of Education Awards to Institutions and Individuals in 1980 and 1984.

	% of awards	
Recipient	1980	1985
Institutions[1]	25	56
Individuals[2]	75	44
Total number of awards[3]	**492**	**282**

[1] Regional laboratories, national research centers, discretionary research centers, and education information centers.
[2] Individual investigators in universities, research organizations, and similar agencies such as nonprofit educational advocacy groups and state education organizations.
[3] Includes teaching and learning, educational policy and organization, and dissemination and improvement of practice.

SOURCE: National Council on Educational Research annual reports for 1980 and 1985 and the Office of Research on-line system.

R4800-2

EDUCATION WEEK

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Drop in Scores On Reading Test Baffles Experts

By Robert Rothman

The National Assessment of Educational Progress and the U.S. Education Department are investigating an "anomaly" in the results of NAEP's 1986 reading test that has confounded testing experts and delayed the reporting of the results by at least four months.

The test scores, which showed inexplicably large drops in reading performance among 9- and 17-year-olds since the previous assessment, are apparently the first such abnormal results NAEP has experienced in its 18-year history.

"This is posing a real mystery here for us," said Archie E. Lapointe, NAEP's executive director.

Officials of the assessment, which is administered by the Educational Testing Service under contract to the Education Department, last week submitted a report on the matter to NAEP's technical advisory panel.

"I'm pretty disgusted by this," said Chester E. Finn Jr., the department's assistant secretary for educational research and improvement. "There is a strong possibility that something went awry with the test design or administration."

Mr. Lapointe said that safeguards written into the new contract for the assessment, which require extensive field testing of design changes, make it unlikely that a similar incident will occur in the future.

Nevertheless, the agency will change its procedures if testing experts uncover a problem in NAEP's techniques, Mr. Lapointe

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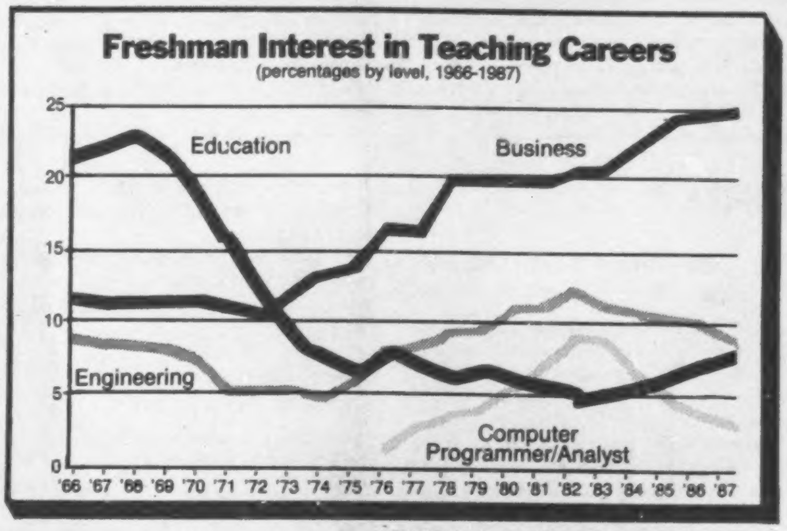

SOURCE: The American Freshman: National Norms for Fall 1987

After a long downward trend, the percentage of college freshmen expressing interest in a teaching career is rising—up by two-thirds since 1982. See story on page 5.

AIDS in Schools: Compassion Vs. 'the Public's Right To Know'

By Debra Viadero

Cabell County, W. Va., school officials were seeking an AIDS policy with compassion—one that would protect the classroom, but also the identity of an afflicted child.

But after months of debate over how best to handle students with disease, one point became clear: a few parents had a different idea of where the emphasis should lie.

As Herbert Varney, the assistant superintendent, recalls, they raised the same question at every public hearing:

"What about us? We have a right to know if our child comes in contact with a child who has AIDS."

Looking back on the process, Mr. Varney says that the issue of confidentiality was "one of the hardest to deal with."

"What you're really dealing with," he says, "is the public's right to know versus the individual's right to privacy."

And it is that dilemma school officials nationwide are facing as they confront the inevitable reality that someone with AIDS—a teacher, a pupil, or a staff member—will pass through their school sys-

Continued on Page 26

Court Upholds Censorship of Student Press

Its 5-to-3 Ruling Sets Limits for 'Expression'

By Tom Mirga

Washington—The U.S. Supreme Court ruled last week that school administrators have sweeping authority to regulate student speech in school-sponsored publications and activities.

Full text on page 20.

Acting in a case stemming from the censorship of a St. Louis-area high-school newspaper in 1983, the Court held 5 to 3 that its landmark 1969 decision that students "do not shed their constitutional rights . . . at the schoolhouse gate" does not apply to student expression that the public "might reasonably perceive to bear the imprimatur of the school."

"This standard is consistent with our oft-expressed view that the education of the nation's youth is primarily the responsibility of parents, teachers, and state and local school officials, and not of federal judges," wrote Associate Justice Byron H. White for the majority in *Hazelwood School District v. Kuhlmeier* (Case No. 86-836).

"It is only when the decision to censor a school-sponsored publication, theatrical production, or other vehicle of student expression has no valid educational purpose," he continued, "that the First Amendment is so directly and sharply implicated as to require judicial intervention to protect stu-

Continued on Page 22

Administrators Seen To Be Out of Step With General Public

By Blake Rodman

Washington—The administrators running the nation's public schools are an "insular group" whose views on a wide range of educational issues, and the quality of education in general, differ sharply from those of the public, concludes a new federally funded study.

The survey of 3,577 district superintendents and elementary- and secondary-school principals provides evidence that "the administrators of our public schools are generally of one mind and have their heels dug in," argued C. Emily Feistritzer, author of the report and director of the National Center for Education Information, a private, for-profit research and publishing firm based here.

"There are no significant differences in attitudes between school administrators in their 30's and those in their 60's," Ms. Feistritzer said in releasing the findings last

Continued on Page 23

Suit, Charges of Fraud Casting Shadow Over Vocational Sector

Indictments Loom for New Jersey Officials

By William Montague

Governor Thomas Kean of New Jersey is predicting that several officials in the state education department will soon be indicted as part of an investigation of grants awarded by the department's vocational-education division.

At a press conference this month, Mr. Kean acknowledged that department auditors and the state attorney general's office are both reviewing charges of conflict-of-interest in the vocational division.

Four officials in the division have already been fired for their alleged role in the scandal. "This is a criminal investigation. Indictments, I believe, are about to be issued," Mr. Kean said at the Jan. 5 press conference.

Saul Cooperman, the state's education

Continued on Page 28

Ohio State Suing Over Tainted Grant Process

By Reagan Walker

Ohio State University has filed suit against the U.S. Education Department, charging that the department failed to provide adequate peer review in the bidding process for the grant to operate the National Center for Research in Vocational Education.

The university, which has been the center's headquarters for a decade, lost the five-year, $30-million grant this month to a consortium of research institutions led by the University of California at Berkeley.

The suit, filed in U.S. District Court in Columbus on Jan. 8, seeks to block the launch of the Berkeley center until a review of the grant applications by a new panel is conducted. The judge in the case has thus far imposed a 10-day temporary restraining order.

The legal action adds yet another layer to the accumulation of charges and countercharges that began last October, when word was passed to Ohio Congressmen that the

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Also in the news

Some Schools Teaching In Two Languages
More schools are turning to bilingual immersion as a way to to teach immigrant children English while teaching other pupils a foreign language.
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Principal Under Fire Gets White House Call

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High Stakes Cited In Census Dispute
The resignation of a Census Bureau official ignites hot debate over the undercounting of minorities in the decennial census—a problem for schools.
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IN SUMMARY

Talking About a Merger
Leaders of the California affiliates of the nation's two largest teachers' unions will meet next week to discuss a controversial merger proposal offered by the state affiliate of the National Education Association. **Page 5.**

Update on Drug Use
Data released last week from an annual survey of drug use by high-school seniors suggest a cooling of teen-agers' "unhealthy romance" with cocaine and most other illicit drugs, the director of the federally funded study says. **Page 6.**

A Boost for Geography
The National Geographic Society will put $20 million into a new foundation aimed at eliminating widespread "geographic illiteracy" among American students, the president of the society announced last week. **Page 6.**

Exhorting the Candidates
Moving to boost Presidential candidates' awareness of education issues as the 1988 election year gets under way, two major groups have released ambitious policy proposals for K-12 and higher education. **Page 9.**

Education on the Agenda
As governors throughout the nation deliver their 1988 State of the State addresses, a new survey indicates that education finance will regain a place near the top of the legislative agenda in many states this year. **Page 12.**

Choice and 'Privatization'
President Reagan's commission on "privatization" of government activities will strongly endorse the idea of parental choice in education, but fall short of urging that private schools be included in a proposed voucher plan. **Page 15.**

Improving the Lunch Program
lobbyists are praising new legislation approved by the Congress that is intended to increase the freshness and usefulness of food distributed under the federal government's school-lunch program. **Page 16.**

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ACROSS THE NATION

NATIONAL

College Enrollments Steady in 1987, U.S. Education Department Finds

By actively recruiting women and part-time students, colleges have been able to stave off an expected decline in enrollments, according to figures compiled by the U.S. Education Department.

The department reports that, despite a drop in the number of 18-to-24-year-olds, the number of college students remained stable between the fall of 1986 and the fall of 1987, maintaining higher education's all-time-high enrollment level of roughly 12.5 million.

Women constituted 53 percent of total enrollment last fall, according to a department survey, and part-time students accounted for 42 percent of the total. Although these proportions have remained steady throughout the 1980's, department researchers said, the numbers of women and part-time students have grown steadily during the decade.

The findings, based on a survey of fall enrollments at 635 postsecondary institutions, represent early estimates of enrollment. Actual totals will be released next fall.

Free copies of a report of the findings, "National Estimates of Higher Education Statistics: 1987," are available from the department. The toll-free telephone number is 1-800-424-1616.

STATES

N.J. Law Officers, School Officials To Expand Undercover Drug Probe

New Jersey school administrators have been briefed by the state attorney general's office on the expansion of an undercover drug operation that last month netted three dozen arrests at six high schools.

Operation Deterrence, the code name for the undercover probe, was undertaken after a tougher state law aimed at school-related drug transactions took effect last summer.

The investigation has involved the use of state troopers posing as students and may, in its expanded version, deploy the drug agents as teachers, custodians, and other school personnel.

In addition to normal criminal penalties, the new law imposes a mandatory three-year prison sentence for drug sales or possession within 1,000 feet of a school or school bus. It also includes penalties for selling drugs to minors and for using minors in drug-distribution rings.

Thomas Cannon, a spokesman for the state attorney general, said the troopers had been posing as students since September. Educators at the schools involved were aware of the program, he said, although most did not know the identity of the undercover officers.

Of the 36 people arrested last month, 26 were students. The arrests came as the result of the troopers' either purchasing drugs from the suspects or observing them in the act of completing drug transactions.

According to John Haggerty, also a spokesman for the attorney general's office, the meeting this month with school officials and representatives from county attorneys' offices focused on how the program could be expanded to other school districts. The groups will develop guidelines for when law-enforcement officials should be summoned to school buildings for drug-related incidents.

The guidelines will lead to written agreements between school officials and county-based narcotics forces, according to Mr. Haggerty.

Loss of Revenues, Students Threatens Rural Schools in N.D.

A declining farm economy, disappointing levels of high-school achievement, and the prospect of a severe teacher shortage are putting increased pressure on North Dakota's small and rural schools, according to a new study.

The study, conducted by the Mid-Continent Regional Education Laboratory as a guide for state policymakers, argues that a steady decline in both student population and tax revenue will force many smaller districts to consolidate in coming years.

Those that remain, it says, will need to develop more cooperative measures to deliver programs they cannot afford to offer alone.

"We can't expect to do more the way we have been doing things in the past," said Clarence Bina, director of special programs for the state education department.

According to Mr. Bina, the research group worked with the department to develop an "environmental scan" of each school system, taking into account the educational, economic, and demographic factors that affect academic performance.

The study is part of North Dakota's first attempt to involve all state agencies and education interest groups in the process of developing a comprehensive plan for future policy, said the state superintendent of public instruction, Wayne Sanstead.

The department has formed nine task forces to consider the report's conclusions, Mr. Bina said, and plans to eventually submit recommendations to the legislature.

According to Mr. Bina, 67 percent of the state's school districts have fewer than 250 students. While North Dakota ranks high nationally in academic achievement in the early grades, he said, high-school scores are considerably lower, a trend he attributed to the lack of resources in many smaller schools.

■ **Calling Vermont's special-education funding system "antiquated, inefficient, and unfair,"** a commission appointed by Gov. Madeleine M. Kunin has concluded that it should be replaced with a new one that adequately serves all students with special needs.

"Educators want a funding formula based on the actual level of services available and which gives predictability to local budget-making," the commission states in a report presented to the Governor late last month.

The three-part system recommended by the panel would include: block grants based on the number of teachers, administrators, and specialists needed to meet state standards; reimbursements for expenditures above the block grant; and payments for extraordinary services.

■ **California's superintendent of public instruction has urged school officials in the state to turn off refrigerated drinking fountains** until the water in them has been evaluated for lead content.

In a letter to district and county supervisors last month, the state school chief, Bill Honig, responded to recently released federal research data showing that the lead content in electric water coolers may be unacceptably high, posing a particular danger to young children, who are more susceptible to the physical and mental effects of toxicity.

Mr. Honig said school officials should work with local water authorities to make sure their water is safe, and suggested that they provide alternative sources of drinking water for students and staff members until the analysis is complete.

DISTRICTS

Ruling Says California District Due State Money for Desegregation Costs

In an unprecedented ruling, a California judge has ordered the state to reimburse the Long Beach Unified School District for $35-million in desegregation-related expenses, including $7 million in interest accrued since 1977.

Citing a California law saying the state may not order school districts to implement programs without reimbursing them for any expenses they incur, Superior Court Judge Robert Weil ruled this month that a 1977 state mandate that districts adopt desegregation measures made it liable for costs involved.

Although the ruling is binding only in the Long Beach case, more than 30 additional districts have petitioned the state for reimbursement, and dozens more may be eligible to do so, according to state officials.

The state has 60 days to file an appeal in the case, said Alan Ashby, a spokesman for the attorney general's office.

Virginia District, in Spotlight Over AIDS Brouhaha, Eyes New Policy

In the aftermath of a controversy in Fairfax County, Va., over the right of a 5-year-old child with AIDS to attend kindergarten, the superintendent of schools has recommended a formal policy for dealing with students who have the disease.

The policy, currently under review by the county's school board, would set up a panel of medical professionals, school officials, and others to consider such children on a "case by case" basis. It would weigh such factors as medical condition, behavior, neurological and physical development, and possible risks to the child or others.

The controversy in Fairfax County—one of the largest school systems in the country—followed a suit filed last month by the child's mother to force her readmission. School officials maintained that they had removed the girl from the classroom temporarily while they debated whether to allow her to continue attending school.

But the debate gained national attention after *The Washington Post* quoted Superintendent of Schools Robert R. Spillane as saying, "The kid will be dead in a few months. What's the point of the lawyer?"

Though the newspaper has not retracted its story, it ran a front-page analysis of the incident on Jan. 10, citing the fact that Mr. Spillane and other reporters who had heard his conversation with the *Post* reporter said the quote had been taken out of context. They said the superintendent was

Congress Quietly Approves Bill on School-Lunch Food

By Julie A. Miller

WASHINGTON—The Congress has given final approval to legislation designed to improve the freshness and usefulness of food distributed through the school-lunch program.

Education lobbyists have generally hailed the measure, adopted last month without a formal House-Senate conference.

Districts "will start to see an improvement" in the program after the current school year, predicted Bruce Hunter, associate director of the American Association of School Administrators.

"They will have more latitude over what they get and more say over the quantity in which it arrives," Mr. Hunter said. "There will be a lot more thought given to the style and size of the stuff that is delivered and to the timing."

Mary Klatko, chairman of the American School Food Service Association's legislative committee, said schools can look forward to advance notice of deliveries, the end of late-spring arrivals necessitating summer storage, and improved communication with the Agriculture Department.

Under the measure, districts will be required, "whenever possible," to purchase only American-produced food for their lunch and breakfast programs, although the Secretary of Agriculture will have broad authority to issue waivers.

House and Senate sponsors agreed without a formal conference to a final version of the legislation that is similar to the much stronger House bill, which mandated improvements, rather than merely urging changes "as feasible," and contained other requirements the Senate bill did not. *(See Education Week, Oct. 28, 1987.)*

Many of the House bill's strict deadlines were relaxed, however, and language was inserted to give the Agriculture Department leeway under certain circumstances.

Despite those qualifications, Mr. Hunter, who led a coalition of education and food-industry organizations in lobbying for the House bill, had nothing but praise for the final version.

"I think [phasing in the improvements] will be done in a timely way," he said. "There's no reason to assume that the Department of Agriculture and the commodity producers don't feel it's in their best interest to have their clients in school districts happy with what they're doing."

U.S.D.A.'s Reservations

Tom Sullivan, director of analysis and evaluation for the Agriculture Department's Food and Nutrition Service, said U.S.D.A. officials, who supported the Senate bill, were not entirely satisfied with the final version.

"It's better than what we were looking at" in the original House version, Mr. Sullivan said.

But he reiterated the department's argument that requiring it to bow to consumers' demands for certain products and delivery schedules would make it difficult to manage the program and adequately absorb the flow of surplus commodities.

"The department has an overall responsibility to balance objectives . . . to maintain orderly markets in the agricultural sector and to provide food assistance domestically," Mr. Sullivan said. "This bill will make that more complex, and does not necessarily achieve the objectives that are set out."

The U.S.D.A. is pleased, however, that the final language provides some flexibility absent in the House bill, he said.

For example, although the legislation requires the department to offer items that are most useful to consumers, to offer optional sizes, and to establish delivery schedules meeting consumers' needs, it says the department can do so "taking into account the duties" of the Secretary of Agriculture to purchase surplus commodities.

While the bill requires the department to give recipients 60 days' notice of an impending delivery, it requires only as much notice as possible when perishable fruits and vegetables are involved.

In addition, several senators specified in debate on the measure that they did not intend it to force the department to spend more for commodities.

Mr. Sullivan contended that the legislation was unnecessary, because many of the complaints that spurred it "were well on their way to being resolved." He cited the American School Food Service Association's praise of the department's efforts and the organization's support of the less-stringent Senate bill.

Ms. Klatko said that although the A.S.F.S.A. had supported the more flexible version, she was "delighted" to see a commodity bill pass.

She said that the organization "wants to maintain a cooperative relationship" with the Agriculture Department and realized that the more restrictive language "would be a problem for them."

Other Provisions

Among other provisions, the new legislation:

- Establishes an advisory council of food producers, distributors, and recipients whose advice the U.S.D.A. must consider in making purchasing decisions;
- Mandates that commodities distributed be as consistent as possible with federal dietary guidelines;
- Requires the U.S.D.A. to monitor states' distribution of commodities to school districts, to establish mandatory fee schedules for handling and storage charges, and to draw up minimum state performance standards;
- Requires states to offer a full range of available commodities to each district, to evaluate their delivery systems, and to consider districts' storage capacity before delivering commodities;
- Mandates that districts receive commodities no later than 90 days after placing an order;
- Extends through 1990 an experimental program under which 60 school districts receive cash or letters of credit with which to purchase commodities instead of receiving foodstuffs; and
- Permits states to spend on administrative costs a portion of any money saved by buying food in volume to distribute through the Women, Infants, and Children nutrition program. This will allow states to use those savings to add more needy people to the program.

DATABANK

1988 Federal Education Budget

	FY 1987	FY 1988			
		President's Request	House Bill	Senate Bill	Enacted
			(in thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Grants to local educational agencies	$3,453,500	$3,636,853	$4,075,000	$3,953,500	$3,829,600
State agency programs:					
Migrants	264,524	264,524	278,000	284,000	269,029
Handicapped	150,170	150,170	158,000	156,000	151,269
Neglected and delinquent	32,616	32,616	34,000	34,000	32,552
State administration	37,107	40,000	40,000	40,000	38,296
Evaluation and technical assistance	6,246	20,000	10,000	7,500	7,181
Total, Chapter 1	**3,944,163**	**4,144,163**	**4,595,000**	**4,477,000**	**4,327,927**
Migrant education:					
High-school equivalency program	6,300	—	6,600	7,600	7,276
College assistance migrant program	1,200	—	1,400	1,400	1,340
TOTAL, compensatory education programs	**3,951,663**	**4,144,163**	**4,603,000**	**4,486,000**	**4,336,543**
IMPACT AID					
Maintenance and operations:					
Payments for 'a' children	533,000	533,000	568,000	550,000	536,144
Payments for 'b' children	130,000	—	145,000	117,000	134,036
Special provisions (Section 2)	22,000	10,000	22,000	10,000	15,318
Disaster assistance	10,000	—	—	—	—
Construction	22,500	5,000	22,500	24,000	22,978
TOTAL, impact aid	**717,500**	**548,000**	**757,500**	**701,000**	**708,476**
SPECIAL PROGRAMS					
Improving School Programs (Chapter 2):					
State block grants	500,000	500,000	500,000	500,000	478,700
Secretary's discretionary fund:					
Inexpensive book distribution (including RIF)	7,800	7,800	7,800	8,200	7,659
Arts in education	3,337	3,337	3,337	3,587	3,315
Alcohol- and drug-abuse education	3,000	—	—	—	—
Law-related education	3,000	3,000	3,000	4,000	3,830
National school volunteer program	—	—	—	400,000	383,000
National Diffusion Network	10,700	—	10,700	10,700	10,244
Discretionary projects	1,500	15,200	4,500	3,250	4,308
Total, Chapter 2	**529,337**	**529,337**	**529,337**	**530,137**	**508,439**
Drug-free schools and communities:					
State grants	161,046	82,800	161,000	207,000	191,480
National programs	38,954	17,200	39,000	43,000	38,296
Other Special Programs:					
Teacher training and improvement:					
State grants	—	64,000	—	—	—
National programs	—	16,000	—	—	—
Christa McAuliffe fellowships	2,000	—	2,000	2,000	1,915
Science and mathematics education	80,000	—	55,000	150,000	119,675
Training and advisory services (Civil Rights IVA)	24,000	—	25,000	24,000	23,456
Follow through	7,176	—	7,800	7,100	7,133
Territorial teacher-training assistance	2,000	—	2,000	2,000	1,915
General assistance for the Virgin Islands	5,000	—	5,000	5,000	4,787
Ellender fellowships	1,700	—	2,000	2,500	2,394
Women's educational equity	3,500	—	3,500	3,500	3,351
Magnet schools	75,000	75,000	75,000	75,000	71,805
Leadership in educational administration (LEAD)	7,177	—	7,177	10,000	8,222
Dropout prevention[1]	—	—	DEFER	(25,000)	(23,935)
Aid to the homeless[1]	4,600	—	7,500	3,750	4,787
Workplace literacy[1]	—	—	DEFER	(10,000)	(9,574)
Star schools[1]	—	—	DEFER	(20,000)	(19,146)
TOTAL, special programs	**941,490**	**784,237**	**821,314**	**1,084,987**	**987,856**
(House deferred)	—	—	DEFER	(55,700)	(52,857)
Total, authorized and House deferred	**(941,490)**	**(784,237)**	**(821,314)**	**(1,139,887)**	**(1,040,312)**
BILINGUAL EDUCATION					
Bilingual programs	99,161	99,161	105,701	105,701	101,198
Training grants	33,564	33,564	37,024	37,024	35,447
Support services	10,370	10,370	10,370	10,370	9,928
Emergency immigrant education	30,000	—	30,000	30,000	28,722
Reappropriation	—	—	—	1,302	1,247
Refugee Education grant[2]	15,886	—	15,886	15,866	15,209
TOTAL, bilingual education	**188,981**	**143,095**	**198,981**	**200,283**	**191,751**
EDUCATION FOR THE HANDICAPPED					
Education for the handicapped:					
State assistance:					
State grant program	1,338,000	1,259,381	1,490,000	1,500,886	1,431,737
Preschool incentive grants	180,000	85,500	198,000	216,000	201,054
Early-intervention program	50,000	—	52,000	75,000	67,018
Special-purpose funds:					
Deaf-blind projects	15,000	9,000	16,000	15,000	14,381
Severely handicapped projects	5,300	5,300	5,600	5,600	5,361
Early-childhood education	24,470	17,800	25,700	24,470	23,428
Educational technology and materials	4,686	4,686	5,000	5,000	4,787
Secondary and transitional services	7,300	7,300	7,700	7,700	7,272
Postsecondary programs	5,900	5,900	6,200	6,100	5,240
Innovation and development	18,000	18,000	19,000	18,000	17,233
Media services and captioned films	13,804	13,804	14,800	13,804	13,216
Regional resource centers	6,700	6,700	7,000	6,700	6,415
Recruitment and information	1,200	1,200	1,300	1,200	1,149
Special-education personnel development	67,730	60,000	71,000	67,730	66,410
Special studies	3,800	3,800	3,800	3,800	3,636
TOTAL, education for the handicapped	**1,741,800**	**1,488,181**	**1,913,800**	[illegible]	[illegible]

		FY 1988			
	FY 1987	President's Request	House Bill	Senate Bill	Enacted
	(in thousands)				
REHABILITATION SERVICES AND HANDICAPPED RESEARCH					
Rehabilitation services:					
Basic state grants	1,281,000	1,228,142	1,380,000	1,409,000	1,379,500
Supported Employment grants	24,190,000	—	25,400	26,470	25,935
Service projects:					
Special demonstration programs	24,880	27,400	26,785	28,110	28,110
Transitional funding	450	—	475	475	475
Recreational programs	2,330	—	2,470	2,330	2,470
Migratory workers	1,058	1,058	1,100	1,100	1,100
American Indians	1,500	—	—	—	—
Projects with industry	16,070	16,070	17,000	17,000	17,000
Helen Keller Center	4,600	4,600	4,800	4,800	4,800
Client assistance	7,100	7,100	7,500	7,500	7,500
Independent living:					
Comprehensive services	11,830	11,830	12,310	12,310	12,310
Centers	24,320	24,320	25,500	25,500	25,500
Services for older blind people	5,290	5,290	5,600	5,600	5,600
Training	29,550	25,838	30,000	30,000	30,000
National Institute on Disability and Rehabilitation	48,500	48,500	52,000	50,200	51,100
Evaluation	2,110	975	1,000	1,000	1,000
TOTAL, rehabilitation services and handicapped research	**1,484,758**	**1,401,123**	**1,561,940**	**1,619,395**	**1,590,400**
VOCATIONAL AND ADULT EDUCATION					
Vocational education:					
Basic grants	815,000	—	835,000	845,000	804,216
National research and data programs	11,000	—	13,000	22,050	25,658
Consumer and homemaking education	31,633	—	33,500	35,000	32,791
Business partnerships in high technology	—	—	—	20,000	—
State advisory councils	7,500	—	7,900	8,500	7,851
Community-based organizations	6,000	—	6,300	8,000	6,845
Bilingual vocational training	3,686	—	3,900	3,900	3,734
Adult education	112,881	130,000	130,000	130,000	124,462
TOTAL, vocational and adult education	**987,700**	**130,000**	**1,029,600**	**1,072,450**	**1,005,557**
STUDENT FINANCIAL ASSISTANCE					
Pell grants:					
Current year	3,862,000	2,710,000	4,450,000	4,500,000	4,260,430
Prior year shortfall	325,000	—	—	—	—
Supplemental grants	412,500	—	425,000	428,175	408,415
Work-study	592,500	—	625,000	614,423	588,249
Perkins' direct loans:					
Capital	188,000	—	200,000	188,000	185,736
Cancellations	22,000	26,000	26,000	25,000	24,892
Income-contingent loans	5,000	600,000	—	4,500	4,308
State student incentive grants	76,000	—	80,000	76,000	72,762
TOTAL, student financial assistance[3]	**5,483,000**	**3,336,000**	**5,806,000**	**5,837,098**	**5,544,792**
GUARANTEED STUDENT LOANS					
TOTAL, guaranteed student-loan program[4]	**2,717,000**	**1,176,574**	**2,425,000**	**2,935,600**	**2,565,000**
HIGHER EDUCATION PROGRAMS					
TOTAL, higher education programs	**480,428**	**176,111**	**584,450**	**512,448**	**534,471**
COLLEGE-CONSTRUCTION LOAN INSURANCE					
TOTAL, college-construction loan insurance	—	—	**20,000**	**20,000**	**19,148**
EDUCATION RESEARCH AND STATISTICS					
Education research and statistics	—	70,231	73,801	69,231	67,526
National Institute of Education	54,831	—	—	—	—
Center for Education Statistics	8,747	—	—	—	—
TOTAL, education research and statistics	**63,578**	**70,231**	**73,801**	**69,231**	**67,526**
LIBRARIES					
Public libraries:					
Services	80,000	—	85,000	80,000	78,986
Interlibrary cooperation	18,000	—	20,000	19,000	18,669
Training and demonstrations	1,000	—	1,000	500	718
Research libraries	6,000	—	6,000	6,000	5,744
Construction	22,500	—	22,500	23,600	22,595
Literacy initiative	5,000	—	5,000	5,000	4,787
Technology cooperation	—	—	5,000	2,500	3,590
TOTAL, libraries	**132,500**	—	**144,500**	**136,600**	**135,089**
PAYMENTS TO SPECIAL INSTITUTIONS					
American Printing House for the Blind	5,500	5,510	5,510	5,500	5,266
National Technical Institute for the Deaf	32,000	33,000	33,000	33,000	31,594
Gallaudet University	62,000	63,000	65,925	64,000	62,196
Howard University	170,230	170,230	179,865	174,230	172,203
TOTAL, payments to special institutions	**269,730**	**271,740**	**284,300**	**276,730**	**271,258**
DEPARTMENTAL MANAGEMENT					
Salaries and expenses	234,692	254,404	251,753	251,753	241,028
Office for Civil Rights, salaries and expenses	43,000	42,975	42,333	42,333	40,530
Office of the Inspector General, salaries and expenses	16,378	18,621	18,341	18,341	17,560
TOTAL, departmental management	**294,070**	**316,000**	**312,427**	**312,427**	**299,118**
TOTAL, EDUCATION DEPARTMENT					
Federal funds	19,473,503	13,965,555	20,636,613	21,211,230	20,125,803
(House deferred)	—	—	DEFER	(86,709)	(52,657)
TOTAL, authorized and House deferred	(19,473,503)	(13,965,555)	(20,636,613)	(21,298,939)	(20,178,460)

E.D. Budget Parley Nearly Over

WASHINGTON—Education Department officials are nearing the end of negotiations with the Office of Management and Budget on their fiscal 1989 spending plan, which will request more than $20 billion, according to Bruce Carnes, deputy undersecretary for planning, budget, and evaluation.

The total figure will be "closer to $21 billion," he said, "and when the ink dries, it could be more than that."

A request at that level would represent almost a $1-billion increase over the fiscal 1987 allocations recently signed into law, and would be the largest education-spending proposal of the Reagan Administration.

It would be only the second time an Administration education budget plan exceeded the Congress's prior appropriation. The first was in 1984, when former Secretary of Education Terrel H. Bell unveiled a $15.5-billion request for fiscal 1985, up $100 million from 1984 levels.

Footnotes

[1] New programs to be authorized later this year in omnibus education and trade bills.
[2] Requested as separate accounts.
[3] FY 1988 request reflects $2,797,000,000 of legislative savings.
[4] FY 1988 request reflects $1,333,809,000 of legislative savings in reconciliation bill and $287 million from FY 88 supplemental language not transmitted in the budget.

SOURCE: Education Department

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Justices Reject Peril Exception To P.L. 94-142

'Stay Put' Rule Held To Be 'Unequivocal'

By Tom Mirga

WASHINGTON—The federal special-education law requires public-school officials to keep disruptive or violent handicapped students in their current classrooms pending the completion of hearings on their behavior, the U.S. Supreme Court held last week.

In a 6 to 2 decision, the Court upheld lower-court rulings that San Francisco officials violated the Education for All Handicapped Children Act, P.L. 94-142, in 1980 when they indefinitely suspended and then attempted to expel two emotionally disturbed students who the officials claimed were dangerous. One of the students had choked a fellow student and broken a window, and the other had a record of stealing, extortion, and making sexual advances to female classmates.

Excerpts on page 17.

"We think it clear . . . that Congress very much meant to strip schools of the *unilateral* authority they had traditionally employed to exclude disabled students, particularly emotionally disturbed students, from school," wrote Associate Justice William J. Brennan for the majority in *Honig* v. *Doe* (Case No. 86-728).

He said the law authorized officials to suspend dangerous handicapped children for a maximum of 10 days. Longer suspensions or expulsions, Justice Brennan continued, are permissible only if the child's

Continued on Page 16

The Indianapolis Star/Frank H. Fisse

Patricia J. Bolaños was an art teacher before she and seven colleagues developed the concept for Key School. She is now its principal, but still teaches an art "pod."

Children 'Flourish' Here

8 Teachers and a Theory Changed a School World

By Lynn Olson

INDIANAPOLIS—"Walk how you feel about the music," the gym teacher calls out to the class of 1st graders, who obligingly wriggle and slink about the room.

"Now I want to see a nice, happy walk, like a spring day," she says, and the children change their steps to match the mood.

Like most of their peers nationwide, 1st-grade students at the Key School here receive their fair share of instruction in reading, mathematics, science, and social studies.

But during an average day, they will also play the violin, speak Spanish, move their bodies to music, enter data into a computer, and solve board games that emphasize spatial skills.

The abundance and variety of daily offerings are designed to tap each child's strength in areas of intelligence beyond language and math—which teachers in this school say are stressed too much by public education.

"Children should have an opportunity at least part of the day to do things that they really flourish in," says Patricia J. Bolaños, the school's principal.

"Other things, besides math and language, are equally important in school," she argues, "and they should be given

Continued on Page 18

Ford and Carter To Head Panel On Minorities

Will Study Barriers to 'Full' Participation

By Robert Rothman

WASHINGTON—Former Presidents Jimmy Carter and Gerald R. Ford will head a blue-ribbon panel charged with issuing a "clarion call" to the nation on the need to reverse lagging minority participation in higher education and other sectors of society, officials of two leading education groups said last week.

The 34-member commission—which also includes former Secretary of Education Terrel H. Bell, three former U.S. secretaries of state, four governors, and other national leaders from a variety of fields—will recommend ways government, business, and education can improve opportunities for members of minority groups.

The effort is essential, officials of the American Council on Education and the Education Commission of the States said in announcing their joint sponsorship of the commission, because minorities are expected to constitute one-third of the nation's population by the turn of the century.

"This third must be fully participating" in all sectors of society, said Robert H. Atwell, president of the A.C.E. "If they are not, we will all suffer."

"To continue to drift on the current course not only will defer the American dream of a just and equitable society; it will signal the end of that dream," he said.

"We are now deep in the battle over making America a competitive society," added Frank Newman, president of the E.C.S.

Continued on Page 20

Economic Prospects Said Bleak for the 'Forgotten Half'

By Debra Viadero

WASHINGTON—A new report by a national panel paints a grim picture of the economic realities facing the 20 million 16- to 24-year-olds in this country whose formal education ends with high school.

Lacking either the credentials to find a "good" job or the resources to start a family, these young people face economic prospects considerably bleaker than those of earlier generations, according to the report.

Such youths—dubbed "the forgotten half" by the panel—typically "flounder" for several years in dead-end jobs. The results of those wasted years, it says, are frustration for the young people and a $240-billion loss to the national economy in unrealized earnings and income taxes.

"The plight of 'the forgotten half,' never easy, has become alarming," said Harold Howe 2nd, a former U.S. commissioner of education and the chairman of the commission that produced the report.

"This nation may face a future divided not along lines of race or geography but of educational attainment," the report warns.

"The Forgotten Half: Non-College Youth in America," is the product of a yearlong examination of the subject by the 19-member commission, which included prominent educators, business leaders, and sociologists.

Part of a two-year, $1.7-million effort funded by the William T. Grant Foundation, the panel's 100-page report is among the first to take a comprehensive look at the 50 percent of the nation's young people who do not go on to college—a group that it says has been largely ignored by the education-reform movement.

The problems facing young people stem from the rapid transformations that have shaken the nation's economy in recent decades, according to the commission.

"The economy has been through wrenching changes and young workers have borne the brunt of those changes," Mr. Howe said.

Most significantly, the report says, the

Continued on Page 20

20-24-Year-Old Males With Annual Earnings At or Above the Three-Person Poverty Line: 1973-1985
(In Percent)

	1973	1979	1985
All Males	59.4	57.5	43.7
White, non-Hispanic	60.4	60.4	48.5
Black, non-Hispanic	55.2	41.2	24.9
Hispanic	61.1	54.1	35.4

SOURCE: The Forgotten Half: Non-College Youth in America

Also in the news

6 'Sick-Building' Syndrome New Problem for Schools

Still grappling with asbestos and radon, school officials were told this month that poor indoor-air quality is a more widespread and insidious threat.

9 Family-Life Curriculum Hot Topic in Virginia

The Governor supports mandatory sex education, but will not pin funding to the adoption of the state board's controversial course guide.

12 Reagan Promises More Money for Magnets

Speaking at a model high school, the President said his new budget for 1989 would boost funding for the federal magnet-schools program.

IN SUMMARY

'Unprepared' for Immigrants
Immigrants now account for one out of every six public-school pupils in California, according to a new report that finds most of the state's school districts "woefully unprepared" to educate such students. **Page 5.**

New Indicators Needed
Improvements in testing and other indicators are needed to provide "more penetrating insights" into the quality of science and mathematics instruction, a new study by the National Research Council concludes. **Page 5.**

Teachers Faulted on Abuse
Responding to a report that faults teachers for failing to act in a New York City child-abuse case, the city's acting schools chief has announced new training requirements on the problem for district personnel. **Page 6.**

A Million-Dollar Offer
In another twist to the saga of Joe Clark, a businessman has offered to set up a $1-million scholarship fund for Mr. Clark's high school—provided the Paterson, N.J., school board agrees not to fire the flamboyant principal. **Page 7.**

'Drawing the Line'
Telling Michigan lawmakers he was "drawing the line," Gov. James J. Blanchard last week vowed to veto any education appropriations bill that does not include money for his proposed preschool initiative for at-risk children. **Page 9.**

A Deadline in Montana
Montana legislators, already facing formidable budget problems, must overhaul the state's school-funding formula by the 1989-90 school year to reduce inequities between rich and poor districts, a state judge has ruled. **Page 9.**

Back on the Hill
Members of the Congress return to Capitol Hill this week facing a full agenda of education topics, including reauthorization of most precollegiate programs and initiatives in such areas as child care and college loans. **Page 12.**

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ACROSS THE NATION

NATIONAL

Number of School Districts Down In Latest Census Bureau Tabulation

The number of independent local school districts has declined slightly over the past five years, according to a recent survey by the U.S. Bureau of the Census.

The bureau's annual study of statistical trends in state and local governments reported a total of 14,741 independent districts, a decline of 110 from the 1982 total.

There are also 1,500 school systems that are dependent on other agencies, such as city and county governments, for their revenues, the survey showed.

The new total represents less than half the number of districts reported in a 1962 survey, the bureau noted, and 433 fewer than the 1977 figure. In 1942, according to the report, the nation had nearly 110,000 school districts, many of them with one-room schools.

Overall, the number of local jurisdictions has increased by about 1.7 percent since 1982, the survey found, largely because of tremendous growth in the number of sewer, housing, and other special district governing units.

Illinois had the largest number of local governments, according to the survey, with a total of 6,626. More than 1,000 of the state's local jurisdictions are school districts.

Hawaii had the fewest number of local governments, with only 18. It has no local school districts.

Leading Killer of Children Is 'Preventable' Accidents, Koop Says

U.S. Surgeon General C. Everett Koop reported last week that the No. 1 killer of children is not infectious diseases—as previously thought—but common, preventable accidents.

At a Washington press conference, Dr. Koop said that more children die from preventable injuries each year than from all childhood diseases combined. Last year alone, nearly 8,000 children age 14 and younger were killed in such accidents, and 50,000 were permanently disabled.

Dr. Koop estimated that within the next 12 months one child in four will suffer an injury serious enough to require medical attention.

Parents surveyed in December by a Washington-based research group said they were most concerned about the threat to their children from abduction, crime and drugs. But the Surgeon General reported that these threats combined represent only a fraction of the risk of injuries.

Dr. Koop also announced the launch of a coalition of 24 national organizations that will develop a five-year campaign to help parents, children, and educators reduce injuries among children. The coalition is being organized and underwritten by Children's Hospital National Medical Center, the Johnson & Johnson Co., and the National Safety Council.

For more information, call Children's Hospital in Washington at (202) 939-4500.

STATES

S.C. Board Approves New Accreditation System

The South Carolina Board of Education has approved plans to expand an outcome-based school-accreditation system that was initiated in September and to free high-achieving schools from state regulations.

Under the new system, which has to be approved by the legislature, individual schools will be evaluated according to their ability to meet student-achievement, leadership, and management standards.

Schools will also continue to be judged on the basis of "quantitative" standards, such as student-teacher ratios and the number of books in their libraries. The new system would go into effect in 1988-89.

Under the terms of the deregulation proposal, successful schools—to be identified through the new accreditation program as well as by their students' performance on standardized tests, their student and faculty attendance rates, and their dropout rates—would be granted waivers from many administrative requirements. The schools would still be required to fulfill health and safety standards and to meet the state's "quantitative" regulations.

Texas Districts Seen Failing To Meet Class-Size Caps

Officials in a sizable number of Texas school districts say they are unable to comply with class-size limits set by the state's four-year-old reform law, according to the Texas Education Agency.

Last year, a total of 126 districts—about one out of every eight in the state—requested waivers from the law, which sets a ratio of 22 students to every one teacher in kindergarten, 1st-grade, and 2nd-grade classes.

Despite these figures, T.E.A. officials said they expected all districts to be in compliance with the law by next September.

"The number [of waivers] has been dwindling year by year" since the reform law was passed in 1984, said a spokesman for the T.E.A. "We feel certain that everybody will be in compliance by next year."

Under the terms of the reform act, waivers cannot be granted to districts next year, when the class-size limits will also be extended to the 4th and 5th grades.

Officials in many districts have complained that state funding increases over the past three years have not kept pace with the additional salary and facility costs stemming from the reform act.

Massachusetts Panel Urges Student-Aid Restructuring

A task force appointed by the Massachusetts State Board of Regents of Higher Education has recommended a new financial-aid structure that would guarantee tuition and fees for the neediest students at state-supported colleges and universities, while possibly raising costs for students from families with higher incomes.

"Students and their families ought to contribute to the expenses of college according to their means," the panel's report states.

The proposal, which is expected to be considered by the board next month before it is submitted to the legislature for approval, also recommends additional support for counseling students who might not otherwise consider attending college.

While the task force does not propose higher tuitions for public institutions, it suggests that in setting tuitions, the board should "bear in mind possible adverse effects of low public tuitions on the enrollments of some independent colleges."

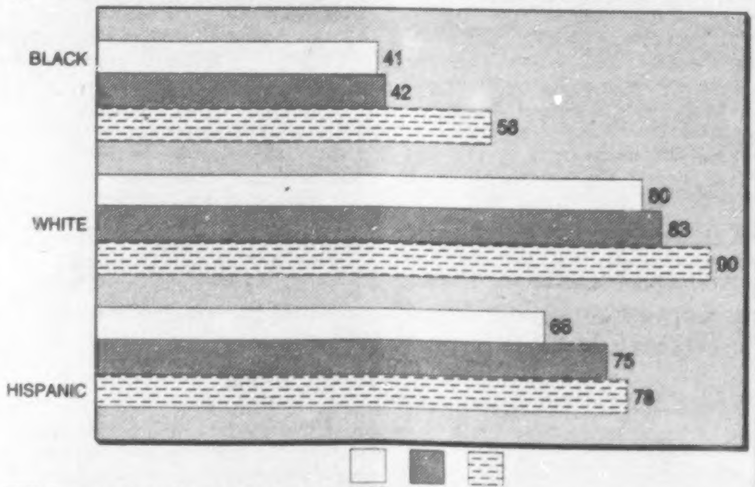
■ **A new poll suggests that, despite an expensive, education-reform effort in their state, most Indiana voters believe the quality of education has stayed the same or worsened** over the last four years.

The survey of 800 residents was commissioned by the *Indianapolis Star*, which printed the results of its poll this month in a series of copyrighted articles.

According to the newspaper, 41.6 percent of those polled said educational quality had remained level and 19.8 percent said it had deteriorated. In addition, the residents surveyed said educational problems are the most urgent issues facing their state—ahead of economic development, highway repair, and government corruption.

The poll also found that an average of 6 out of 10 voters surveyed "strongly" or "moderately" support drug testing in the schools and on the job.

Percentage of Children Living with Both Parents, by Race and Hispanic Origin: 1986, 1980, and 1970



NOTE: Persons of Hispanic Origin may be of any Race. SOURCE: U.S. Bureau of the Census

A declining proportion of the nation's children have two-parent families, the U.S. Census Bureau reports. Only 41 percent of black children now live in such homes.

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Ford, Carter To Chair Minority-Access Study

Continued from Page 1

"How on earth can we do it if we keep X-ing out a bigger and bigger part of society?"

The work of the commission, whose creation was announced here at the annual meeting of the A.C.E., will be financed by a $50,000 grant from the Ford Foundation. Its report, titled "One Third of a Nation: Minorities in the United States," is expected to be released in late March or early April.

Following the release of the report, the A.C.E. will distribute to all college presidents a handbook outlining strategies for enhancing minority recruitment and retention.

Preparation or 'Access'?

The establishment of the commission comes at a time when a "convergence" of social, political, and economic factors has brought the issue of declining minority college enrollment to the forefront, according to Mr. Newman.

Despite an increase in the number of blacks graduating from high school between 1976 and 1985, the proportion of black students entering college declined by a fourth, to 26.1 percent, during the same period, according to the A.C.E.

Secretary of Education William J. Bennett, in a speech at the group's annual meeting, attributed the decline in minority enrollment to the poor preparation black students receive at the precollegiate level, rather than to a lack of "access" to higher education. "If you hold the achievement levels of black students and white students constant, black students are more likely to go to college," he said. "The problem is, there are too many low-performing black students."

"I would never accuse administrators of higher education of bad faith on" the question of access, he continued. "The problem is enlarging the pool."

"I would hope this is the major thrust" of the commission's efforts, he said.

But college officials, while acknowledging that many students lack sufficient preparation for college-level work, said access to higher education also must be improved.

Colleges' Efforts

"If we ignore the issue, we condemn a generation of kids who have come out of inferior settings who do have the potential for success," said Reginald Wilson, director of the A.C.E.'s office of minority concerns.

The federal government could improve minority students' chances of pursuing college study by increasing the amount of student financial aid available, Mr. Atwell said.

But colleges and universities must also take the lead in reversing the decline in minority enrollments, he added, suggesting that leaders in higher education renew their efforts to boost minority recruitment and retention on their own campuses.

They should also take steps to improve teacher-training programs and work with local school systems to improve precollegiate education, he said.

"It is all of society's responsibility, and especially higher education's, to reach minority children early enough, before they feel trapped by their poverty and the low aspirations they see all around them," he said.

AP/Wide World Photos

Gerald R. Ford and Jimmy Carter confer after the 1976 election. The former political foes will head a panel on minorities and education.

In addition to Mr. Carter and Mr. Ford, other members of the commission include:

Gov. John A. Ashcroft of Missouri; Mr. Bell; Thornton Bradshaw, director, General Electric Company; Alice Chandler, president, State University of New York at New Paltz; Mayor Henry Cisneros of San Antonio; Gov. Bill Clinton of Arkansas; William G. Demmert, commissioner of education, Alaska; Edward Donley, chairman, Air Products and Chemicals Inc.; Marian Wright Edelman, president, Children's Defense Fund; the Rev. Timothy S. Healy, president, Georgetown University; Fred Hechinger, president, The New York Times Foundation; Dorothy Height, president, National Council of Negro Women.

Benjamin Hooks, executive director, National Association for the Advancement of Colored People; Stanley O. Ikenberry, president, University of Illinois; John Jacob, president, National Urban League; Barbara Jordan, professor, Lyndon B. Johnson School of Public Affairs, University of Texas; Gov. Thomas H. Kean of New Jersey; Sister Dorothy Ann Kelly, president, College of New Rochelle; Coretta Scott King, director, Martin Luther King Jr. Center for Nonviolent Social Change; Ted Koppel, newsman, American Broadcasting Company; Sol Linowitz, senior partner, Coudert Brothers; Wilma P. Mankiller, principal chief, Cherokee Nation; Franklin D. Murphy, director emeritus, board of directors, Times Mirror Company; Edmund S. Muskie, former senator and Secretary of State.

Gov. Rudy Perpich of Minnesota; Donald E. Peterson, chairman, Ford Motor Company; Alan Pifer, chairman, Southport Institute for Policy Analysis; William P. Rogers, former Secretary of State and lawyer, Rogers & Wells; Harold T. Shapiro, president, Princeton University; Kenneth A. Shaw, president, University of Wisconsin; Franklin A. Thomas, president, Ford Foundation; Lawrence W. Tyree, president, Gulf Coast Community College; Peter Ueberroth, commissioner of baseball; Cyrus R. Vance, former Secretary of State and lawyer, Simpson, Thacter, & Bartlett.

Panel Sees Bleak Economic Future for Non-College Youth

Continued from Page 1

pool of stable, well-paying jobs requiring no college training has shrunk markedly.

For example, in the manufacturing sector, the report notes, 1.7 million jobs disappeared between 1979 and 1985. Thousands more "good" jobs have been lost in transportion and agriculture, it adds.

In addition, the study notes, large corporate employers tend to hire young workers in their early to mid-20's for entry-level, career jobs. The employers reason that young people just out of high school are "not responsible" or "not ready to settle down yet," according to the study.

As a result, the jobs open to new high-school graduates are largely part time, low-paying, and lacking in benefits, opportunities for career advancement, and stability. Currently, it takes two retail jobs—now in abundant supply—to equal the wages lost by one manufacturing job, according to the study.

"The high-school graduate who can find no better full-time job than the youth job he or she held while still a student is far too prevalent," the report says.

Among the sobering economic evidence used to paint its portrait of a generation "left at the starting gate," the report notes that:

- In 1986, young men ages 20 to 24 who had both high-school diplomas and jobs earned 28 percent less in constant dollars than did the comparable group in 1973. Corresponding groups of college graduates, by contrast, suffered only a 6 percent income decline over the same period.
- The earnings gap was widest among high-school dropouts, who earned 44 percent less in 1986 than their predecessors did in 1973.
- Even when employed, only 43.7 percent of young male dropouts earned enough in 1985 to support a family of three above the poverty level, down from about 60 percent in 1973.
- The percentage of noncollege-bound high-school graduates under 20 in the full-time workforce fell from 73 percent in 1968 to 49 percent in 1986. Among females, the percentage decreased from 57 percent to 24 percent over the same period.

Not 'Laid Back' Losers

The commission sought to dispel what it called "false assumptions" that "the forgotten half" is to blame for its own problems.

"Theirs is not a generation of 'laid back' losers, but rather one that is scrambling to succeed," Mr. Howe said.

"These young people are working more than one job at a time, living at home longer with parents, delaying marriage and family, and seeking out new training to advance themselves," he said.

The report points out, for example, that while public concern has been aroused by reports pointing to a high national dropout rate, statistics show that the annual dropout rate nationwide fell from 6.3 percent in 1973 to 5.2 percent a decade later. The study also notes that 86 percent of all 25- to 29-year-olds have earned a high-school diploma or its equivalent—twice the percentage for that age group in 1940.

"The primary problem lies with the economy, and the paths for youth who enter," the report concludes, "rather than the youths themselves."

The report also dismisses the notion that inadequate schooling has been the cause of the forgotten half's problem, noting that "education can help but it is no cure-all for massive changes in the labor market."

In fact, the report says, education-reform efforts that seek to solve such societal ills with a "cookie-cutter approach" to learning pose a special danger to such young people.

"For young people who have not fared well in school, a regimen of 'more of the same' may well result in less learning," the report warns.

'Making It' Better

Instead, to help the nation's non-college-bound young people better bridge the gap between school and work, the commission calls for a $50-billion infusion of federal funds over the next 10 years in programs it says have already proven their success. They include the Head Start preschool program, Chapter 1 subsidies to help schools serve disadvantaged children, the Job Corps, and the Job Training Partnership Act.

The commissioners also urge educators, business leaders, and government officials to band together to lend this group a hand "up the ladder." Such efforts, the report says, might include redirected vocational education programs, career internships, mentors from the community, and volunteer service for the young, among other possibilities.

"We think nothing of spending money on Pell grants or scholarships, yet we say to this group, 'You're on your own,' when they graduate from high school," said Samuel Halperin, the commission's executive director.

"About three-quarters of these kids eventually make it on their own," he added, "but maybe they'd make it better if given the chance."

Single copies of the full report may be obtained at no charge by writing the William T. Grant Foundation Commission on Work, Family, and Citizenship, 1001 Connecticut Ave., N.W.; Washington, D.C. 20036-5541.

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EDUCATION WEEK

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Court Relieves Tennessee of Integration Costs

11th Amendment Bars Suits, Says 6th Circuit

By William Snider

A federal appeals court has ruled that the "sovereign immunity" clause of the U.S. Constitution restricts the power of federal courts to order states to help pay for the desegregration of school districts.

While the federal court system "clearly has the power to prohibit segregation . . . in no way does it follow that the judiciary has any corresponding authority to dictate the specific financial arrangements under which the costs of integrating the schools shall be handled," wrote Judge David A. Nelson for a unanimous three-judge panel of the U.S. Court of Appeals for the Sixth Circuit.

The Dec. 30 ruling overturned a district-court order requiring the state of Tennessee to reimburse the Nashville-Davidson County school district for 60 percent of the desegregation costs it has incurred since March 1981.

The decision is binding only within the Sixth Circuit, which comprises Kentucky, Michigan, Ohio, and Tennessee. However, the ruling has already been cited by both the U.S. Justice Department and the state of Missouri in briefs filed last month in the Kansas City, Mo., desegregation case, which is pending before the U.S. Court of Appeals for the Eighth Circuit.

Lawyers for the Nashville-Davidson County school board have filed a motion seeking a rehearing before all 15 judges on the Sixth Circuit bench. If the board's request is denied, the case, *Kelley* v. *Metro-*

Continued on Page 14

The Fiercest Competition

'Every System Is Looking,' Few Are Finding

By Blake Rodman

Recruiters from nearly 80 school systems across the nation are scheduled to converge this week on the North Carolina Agricultural and Technical State University to vie for an increasingly rare commodity: black teachers.

Representatives from more than 70 other districts who had asked to attend the recruiting "fair" were turned away.

"We just don't have the space to house them," Leon Warren, director for career planning and placement at the predominantly black institution, said last week.

Even for the 80 recruiters who have gained admittance to the Greensboro campus, however, chances are slim. They will be competing for, at most, 60 minority teacher graduates.

The same scenario is being repeated at other, predominantly black institutions. Louisiana's Grambling State University, for example, is expecting visits this spring from roughly 85 school-district recruiters, but will graduate fewer than 50 teachers.

And both Mississippi's Jackson State University and Virginia Union University in Richmond are expecting visits from approximately 60 recruiters for fewer than 20 prospective black teachers.

Locating and recruiting black and other minority teacher graduates has become a top priority for growing numbers of school districts, which find themselves forced to comb ever-larger areas of the country in search of new teacher talent.

But as the demographics at many historically black colleges and universities indicate, a rapidly shrinking pool of minority teachers means that many recruiters will return to their districts emp-

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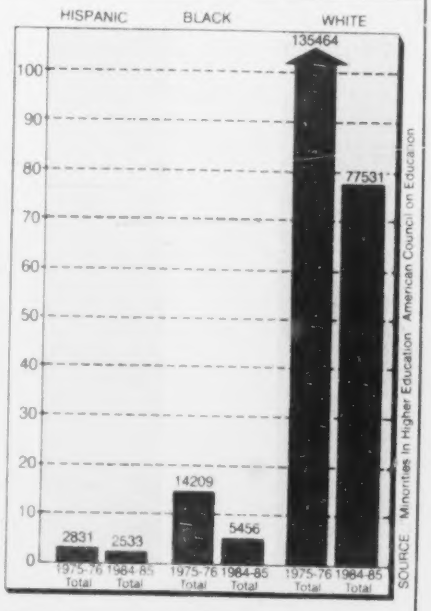

Declining numbers of Hispanics and blacks are earning education degrees.

Time To Trade In the 'Rolls Royce'? Districts Facing Health-Cost Crunch

By Lisa Jennings

In January 1986, when Joseph F. Singleton, deputy superintendent of a Long Island board of cooperative education services, enrolled his schools in New York State's new health-care program for public employees, he was told to budget for about a 10 percent increase in premium costs after the first year.

He expected costs to go up again at the end of the second year, he says, since the new plan—a revised version of an insurance program the state had run for 20 years—was what he describes as a "Rolls Royce of a plan" that covered everything from eyeglasses to dental work.

But he also expected that the so-called Empire Plan would meet state officials' expressed aim of curbing the rising costs of health care.

Instead, 1988 started off with Mr. Singleton facing a 63 percent increase in health-care premiums—nearly $15 million more

Continued on Page 14

Publishers Criticize Districts' Policies on Ties to South Africa

By Robert Rothman

Citing the threat of a form of censorship, the Association of American Publishers has asked school districts and municipalities to reverse "misguided" anti-apartheid policies that bar them from dealings with book sellers in the Republic of South Africa.

In a strongly worded resolution adopted unanimously by the association's board of directors last month, the publishers argue that while such efforts have the "laudable objective" of applying economic sanctions against a repressive government, they are counterproductive and inimical to freedom.

In all, 75 cities and school boards have policies that in some way limit dealings with companies that do business in South Africa, according to Robert Jones, a researcher with the American Committee on Africa, a New York-based anti-apartheid group.

The publishers assert in their statement that such policies impose a de facto censorship on U.S. publishers by forcing them either to stop selling books to South Africans or risk restricting the availability of textbooks and library volumes to Americans.

As a result, the resolution states, such policies "play into [the] hands" of those the districts wish to condemn.

"If the government of South Africa were to ban all foreign books from being sold there, the world community, led by the United States, would unleash a storm of criticism," it states. "Indeed, this may be the major inhibition to such censorship."

"The A.A.P. is opposed to efforts, no matter how well intentioned, to force American publishers to serve tyranny by providing this censorship."

Rather than restrict the access to books

Continued on Page 7

Interpreting Newspaper Case: New Control Isn't 'Carte Blanche'

By Tom Mirga

Although the U.S. Supreme Court has expanded the power of school administrators to suppress some forms of student speech, principals would be well advised to proceed with caution before taking such action, several leading authorities on school law suggest.

The experts point out that the High Court's January ruling in *Hazelwood School District* v. *Kuhlmeier* did not strip public-school students of all their rights to free speech under the First Amendment. Principals who invoke the ruling to clamp down on a wide range of expressive activities, they say, could find themselves involved in potentially costly lawsuits.

In the *Hazelwood* case, the Court ruled 5 to 3 that administrators have broad authority to control student expression in school newspapers, theatrical productions, and other forums that are part of the curriculum.

Such speech, it said, can be censored if it conflicts with the school's "basic educational mission," if it is "inappropriate" for a young audience, or if the public "might reasonably perceive [it] to bear the imprimatur of the school."

However, the Court indicated that its decision would not allow principals to suppress "a student's personal expression that happens to occur on school premises"—a right it affirmed for students 19 years ago in the landmark case *Tinker* v. *Des Moines Independent Community School District.*

Between *Tinker*, which stemmed from an antiwar protest in which students wore black armbands to school, and *Hazelwood*, which involved the deletion of school-newspaper articles on divorce and teen-age pregnancy, lies a broad range of circumstances in which potentially controversial student speech can arise.

School-law experts emphasize that the particular facts in a case—the context in which the speech occurred, the type of idea

Continued on Page 12

Also in the news

Pittsburgh's 'Bold Move' Is a Voc.-Ed. Revival

The district has dropped its general-studies track and created a high-tech vocational program that attracts half of its high-school enrollment.

6

Wisconsin Governor Sets Private-School Option

A proposed program for Milwaukee would give parents of at-risk students the means to send their children to public or private schools of their choice.

8

Rights Bill Is Passed With Contested Rider

The Senate's measure would restore broad coverage to civil-rights laws but exempt some institutions from having to provide abortion services.

11

IN SUMMARY

AIDS: Teaching—and Testing?
The Centers for Disease Control last week urged schools to offer AIDS instruction "at each grade level," while the Surgeon General suggested testing a group of college, and possibly high-school, students for exposure to the virus. **Page 4.**

A Blueprint for Child Care
In a blueprint for the "school of the 21st century," a prominent expert in early-childhood development has proposed the creation of a wide-ranging, professionally run system of child care based in the public schools. **Page 5.**

Raises in Mississippi?
Following up a promise made during his campaign last fall, Gov. Ray Mabus of Mississippi has asked the legislature to approve a $114-million plan to raise salaries for elementary- and secondary-school teachers. **Page 8.**

Call for 'Choice' in Wisconsin
Gov. Tommy Thompson is pushing for a controversial pilot program that would enable parents of 1,000 disadvantaged students in Milwaukee to use state money to send their children to any public or nonpublic school. **Page 8.**

. . . and in Washington
Reaffirming his support for parental choice in education, President Reagan last week said he had directed the Education Department to draft model legislation for state-issued Chapter 1 vouchers. **Page 11.**

Brains or Brawn?
Warning that education reform cannot succeed until Americans value academics more than athletics, former Secretary of Education Terrel H. Bell has called on the next President to help create "a learning society." **Page 11.**

Conventions in Print:
An *Education Week* guide to the annual A.A.S.A. convention in Las Vegas.

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ACROSS THE NATION

NATIONAL

N.E.H. Teacher-Scholar Program Receives $1.5-Million Gift

The National Endowment for the Humanities has received a $1.5-million gift from a fund established by DeWitt Wallace, founder of the *Reader's Digest*, to support its new teacher-scholar program.

The gift, the largest ever made to the endowment, will pay a third of the program's costs over the next three years, according to Lynne V. Cheney, chairman of the N.E.H.

The program, announced in November, will provide stipends of up to $27,500 to enable teachers to undertake a year of independent study in the humanities. Depending on the number of qualified applicants, the endowment will select one teacher-scholar from each state, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands.

The N.E.H. will begin accepting applications this month; the deadline for applying is May 2. Teachers could begin their independent study as early as September 1989.

Interested teachers may obtain more information by writing the N.E.H./Reader's Digest Teacher-Scholar Program, Division of Education Programs, National Endowment for the Humanities, 1100 Pennsylvania Avenue, N.W., Washington, D.C. 20506; telephone: (202) 786-0377.

U.S. Chamber of Commerce Agrees To Join Student-Loan Program

In a move intended to make educational loans available to a wider range of students, officials of the U.S. Chamber of Commerce announced last week that the organization will participate in a loan program aimed at students from middle-income families.

The program, known as ConSern, offers market-rate loans of up to $25,000 annually to cover student expenses at either colleges or independent schools. Created three years ago by a consortium of colleges in the Washington area, the program issued $10 million worth of loans last year, primarily for college students ineligible for federal student-aid programs.

The chamber's involvement means that any of its 180,000 member businesses, for a nominal fee, can offer its employees the opportunity to obtain loans through the program, according to the Rev. John P. Whalen, president of University Support Services Inc., which administers the program.

The agreement between the chamber and the loan program stipulates that only firms belonging to the chamber may participate in the program, he said.

STATES

Georgia Superintendent Proposes Alternative-Route Program

Werner Rogers, Georgia's superintendent of education, has asked the legislature to fund a program to prepare liberal-arts graduates in mathematics, science, and foreign languages for teaching jobs.

The alternative route would allow teaching candidates without a formal education degree to complete an eight-week training program during the summer, and then teach for one school year under the supervision of a veteran teacher.

Mr. Rogers argued that if such candidates perform adequately and pass the state's teacher-certification tests, they should be granted certificates.

The education department has requested $319,000 for the program in the budget year that begins July 1, but Gov. Joe Frank Harris has not included the request in his proposed $2.26-billion education budget.

The superintendent said the first year's funding would enable approximately 30 people to participate in the summer-training program, and would pay for the time of supervising teachers. He proposed the program, he said, to ease the state's shortage of teachers in certain subjects.

Iowa School-Bus Companies Charged With Price Fixing

A federal grand jury in Cedar Rapids, Iowa, has charged six school-bus companies and their executives with fixing prices and rigging bids for sales of bus bodies to school districts in central and eastern Iowa.

The indictment, the result of a two-year investigation, charges that from 1982 to 1986 the companies conspired to devise price schedules, allocate customers among themselves, and rig bids for contracts awarded by the districts.

In handing down the indictment Jan. 20, the U.S. attorney's office for the Northern District of Iowa refused to name the districts affected by the alleged illegalities.

The companies indicted were Hawkeye Bus Sales Inc. of Des Moines, Hawkeye Superior Bus Sales Inc. of Manson, Midwest Transportation Inc. of Ames, Minnesota Body Equipment Company of Shakopee, Minn., Saf-T-Liner Bus Sales Inc. of Des Moines, and United School Equipment Company of Iowa Inc., of Omaha, Neb.

■ **Concerned that boys have displaced girls on a number of traditionally female athletic teams,** the Maine Secondary School Principals Association has voted to revise a policy that allowed boys in the state's schools to join such teams.

The group in 1980 passed a rule allowing co-ed teams in interscholastic sports in or-

Proving Their Mettle for Metal

The protesters at the Four Corners Elementary School had been striking a blow for civility. They wanted stainless steel in the lunchroom, rather than plastic forks.

And last week, after a peaceful rebellion encouraged by teachers, the Greenfield, Mass., 5th graders got just what they wanted: 300 sets of utensils donated by a local businessman.

It all started, said Mary Ann Clarkson, the school's principal, when the students learned that their stainless-steel dining ware had been sent to the local high school and that they would be using plastic substitutes.

The schools' lunchroom inventories were short, she explained, because, a fourth of the utensils are lost or accidentally discarded each year—and because food improvements have enticed more students to eat school lunches.

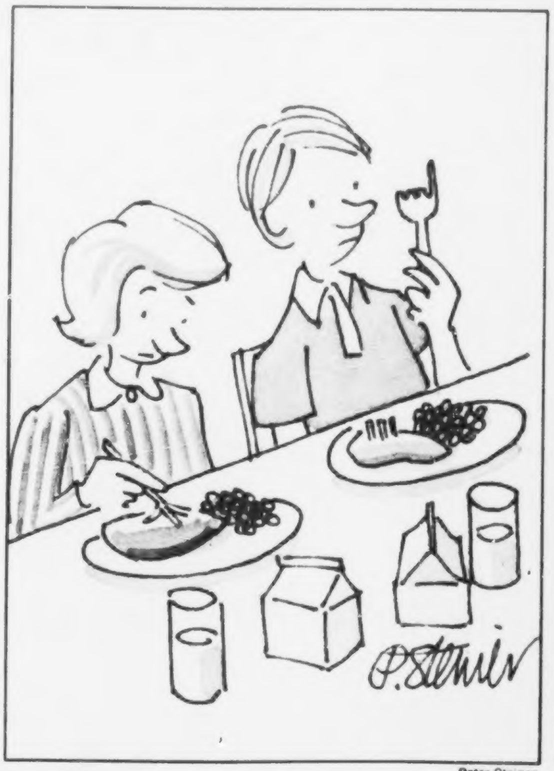
But the 5th graders were not to be denied their culinary rights. They drew up a petition protesting the policy and demanding a return to stainless steel. In what came to be known in the local media as "the plastic-fork rebellion," they weilded posters that succinctly stated their case: "School is no picnic."

Protest organizers enlisted students to patrol trash cans to prevent loss of the plastic utensils and "prove they were worthy" of metal, Ms. Clarkson said.

Their actions were not discouraged, she said, because school officials saw it as a "red-hot opportunity to teach them that they had some rights," particularly in the context of the Martin Luther King Jr. holiday.

Upon hearing of their plight, William Sandri, a local restaurateur and alumnus of the school, offered to donate utensils from a restaurant he was redecorating.

When Mr. Sandri arrived at the school, bearing his stainless-steel gift, students were so elated, Ms. Clarkson said, that "the roof nearly went off the auditorium." —D.G.



Peter Steiner

The Fiercest Competition: Searching for Minority Teachers

Continued from Page 1

ty handed. The situation, school-district officials report, has reached crisis proportions.

"The competition for minority teachers, especially black teachers, is fierce," said Michael H. Campbell, a teacher recruiter for the Caddo Parish Public Schools in Louisiana. "Every major school system in the U.S. is looking for exactly what we are looking for."

"I talked to a school of education in Michigan today," an official of the Clark County Public Schools in Nevada, said last week. "They told me that they will have 710 graduates out of their teacher-training programs, but of those only two are Hispanic, and only eight are black."

"It's tough, it really is," she said.

Personnel officers in a number of districts reported last week that the stiff competition for minority teachers has forced them to examine and adjust their recruiting strategies.

For some districts, this has meant assigning an official to focus specifically on minority hiring, and then targeting their efforts on predominantly black colleges and universities and areas of the country with large concentrations of minorities.

Recruiters say they are trying harder to establish an ongoing, personal relationship with placement officers, education-school deans and faculty, and students at the historically black institutions.

They note that their efforts have become a year-long enterprise, and that they now try to make contact and establish a relationship with prospective minority teachers early in their training experience, instead of waiting until their senior year.

Something Different

But a number of district officials noted last week that just doing aggressive recruiting is not enough.

"We decided that we had to do something different," said Bernie Stills, director of personnel for the Clarke County School District in Georgia. "There had to be a better way than to just go to campuses and sit around at job fairs."

The student population of the district, which encompasses Athens, is nearly 50 percent black. Only 20 percent of the local teaching force is black, "and it is difficult to maintain that level," said Mr. Stills.

Two years ago, the local board of education launched an effort that it hoped would grab the attention of the black teacher-training institutions and their students.

In January of 1986, the district paid for the deans and several education professors from 15 predominantly black institutions to come and visit the district for several days. The system picked up all the costs of the visit, including airfare, lodging, meals, and local transportation. Last year, officials did the same thing, inviting representatives from 24 black institutions.

Then, last April, the district paid for 25 black students who had been identified as top teacher prospects to come visit the community for three days. The visit included a reception thrown in their honor by the city's mayor and other civic leaders.

Of those 25 job candidates, 12 signed contracts with the district, Mr. Stills said, adding that the district will host another group later this year.

The $30,000 tab for both visits last year was paid for out of funds approved by the school board specifically for the visits.

Officials of eight predominantly black colleges and universities in the Southeast last week concurred that a small but growing number of districts are trying to attract the interest of minority job candidates through special initiatives similar to the Clarke County program.

Enticements Offered

Although a number of the programs they cited are intended to bolster the districts' overall recruitment efforts, many were put in place specifically to enhance the school systems' appeal to minority teachers and those in other critical shortage areas.

Among such efforts are these:

- The Wake County Public School District, which encompasses Raleigh, N.C., will pay job candidates that meet specific qualifying criteria a bonus ranging from $1,000 to $2,000 for signing a contract with the system. The money is paid after the first month on the job.

"Its like an athletic signing bonus," said James Merrill, director of personnel for the school system. "If you sign with us, we are going to pay you for signing."

The money for the two-year program was provided by an anonymous donor to help the district attract minority teachers, as well as high-school science, mathematics, and English teachers.

Of the 24 teachers awarded the bonuses last year, three were black. If the benefactor does not provide additional money next year, Mr. Merrill said he will ask the district to continue the program.

He also noted that because the colleges of education are producing so few minority teachers, the district has decided to target recruiting efforts on experienced, urban teachers more than in the past.

As part of that effort, he traveled to Chicago and Detroit last fall during the cities' teachers' strikes to try to lure some disgruntled teachers.

"There was quite a bit of interest," he said.

- The Frederick County (Md.) Public Schools for the first time last year began paying new teachers a $500 moving allowance and a $500 stipend for attending a week-long program designed to familiarize them with the county.

In addition, a number of local businesses have put together a package of reduced rates on certain services and goods for new teachers, similar to one pioneered two years ago by the Prince George's County, Md., school district. *(See Education Week, April 2, 1986.)*

- The Oakland, Calif., school district pays certified bilingual-education teachers a $2,000-a-year stipend on top of their regular salary.

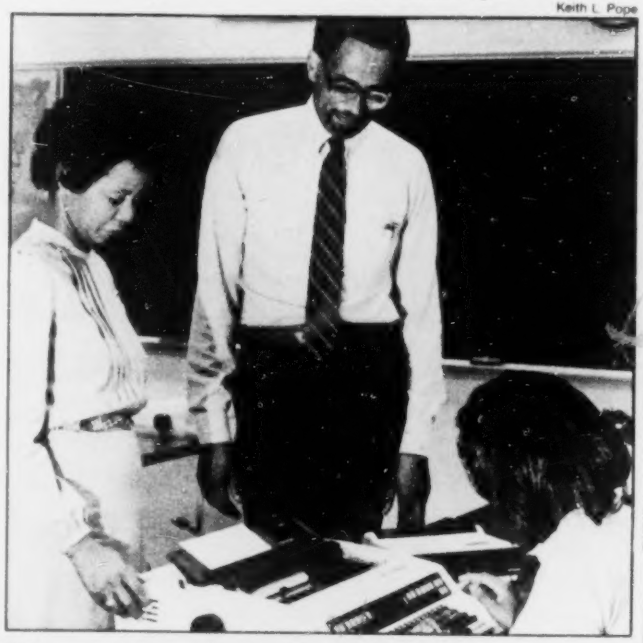
According to May L. Jang, district coordinator of certificated recruitment and employment, the incentive money has helped the district attract Hispanic and Asian teachers, both of which are in short supply and high demand in the state.

- The Sarasota County School District in Florida recently paid the expenses for two prospective black teachers it was courting to come and spend a week visiting the community and its schools. The candidates were paid the same daily wage the district pays its substitute teachers.

At the end of their visit, both of the candidates signed contracts with the district.

- In the Caddo Parish school system, which serves the Shreveport area, the local apartment-managers association recently agreed to provide rent-free apartments for any student from Grambling State University who agrees to student-teach in the community.

Keith L. Pope



Thomas A. Jackson, education dean at Florida A & M, one of the historically black schools drawing swarms of teacher recruiters.

"We feel that if we can get them here to see what is going on, then we stand a good chance of getting them to want to teach here," said Mr. Campbell, the district's recruiter.

So far, only one student has accepted the offer. But Mr. Campbell said he is working on expanding the program to include students from other predominantly black institutions.

Legal Questions

Several district officials questioned the appropriateness and legality of offering special enticements just for minority job candidates.

But Robert H. Chanin, general counsel for the National Education Association, said he believes many types of hiring incentives for minorities would not pose legal difficulties.

"If the question is put in generic terms, 'Could a district offer special incentives to recruit blacks?' I would say yes," Mr. Chanin said. "But that is not a blanket 'yes.'"

For instance, he said, offering to pay a prospective minority teacher's moving expenses "should fly," while offering to pay a first-year minority teacher more than other rookie teachers would probably "get complaints."

"You have to carefully structure your incentive," the lawyer said. "But if you do it right, I think the door is open to this kind of thing."

'Just Doesn't Pay'

Joe H. Lee, associate superintendent in charge of personnel for the Fresno (Calif.) Unified School District, contends, on the other hand, that there are too few minority-teacher candidates available to make special incentive programs for them worthwhile.

"If every district added incentives, all we would be doing is raising the ante for the few minority teachers we have available," Mr. Lee said.

"It just doesn't pay, because the result is going to be that one district will get the minority teacher and nine will not," he said. "The incentives will end up not doing much."

Fresno's rapidly growing Asian population has led the district to send recruiting teams to Hawaii in search of Asian teachers. To supplement its recruiting efforts in the South for black teachers, the district has hired the services of Educational Personnel Development Systems, a North Carolina firm that specializes in teacher recruitment.

An official of the firm said last week that the majority of its roughly 40 client districts are "smaller" systems from around the country that cannot afford to send out recruiters on their own. Finding minority teachers, she said, "is one of their major concerns."

'Grow Our Own'

But school-district officials interviewed last week agreed that the only long-term solution to the current shortage of minority teachers is to convince more of their own students to consider, and pursue, teaching as a career.

Several of the officials said their school systems either have or plan to launch programs designed to groom their own high-school students for teaching. The programs described usually involve counseling, some education coursework, and opportunities to work with younger children.

The program in Wake County even provides some college scholarship money to district graduates who agree to study education.

"We must convince a larger portion of our [minority] students that teaching is a worthwhile and honorable profession," Mr. Campbell of the Caddo Parish schools said. "Until we start growing our own, the problem is not going to be solved, it is only going to get worse."

Old Challenges – New Directions
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This Week's Forum: Page 27

EDUCATION WEEK

American Education's Newspaper of Record

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History's Legacy In the Rural South

In Alabama's Marengo County, a 987-square-mile expanse of forests and rolling pastures far from the metropolitan "New South," the geography of school reform begins with these topographical features: impoverished students, antiquated facilities, and a white community that has virtually abandoned the public schools. A report on the Marengo County School District's struggle to change begins on page 7.

Alabama
Birmingham
Marengo County
Montgomery

Bennett Asks Congress To Put Curb On 'Exploitative' For-Profit Schools

By Robert Rothman

WASHINGTON—Secretary of Education William J. Bennett last week urged the Congress to adopt stiff measures to curb the "shameful and tragic" abuse of student financial-aid programs by proprietary schools.

He suggested that such measures might include making a high-school diploma or its equivalent a requirement for aid.

In a letter to Senator Edward M. Kennedy of Massachusetts, chairman of the Senate Labor and Human Resources Committee, Mr. Bennett released a new department-funded report and other previously published documents that he said gave clear evidence of a pattern of "exploitative and deceitful practices" by the for-profit career schools.

"You will find accounts of semi-literate high-school dropouts lured to enroll in expensive training programs with false hopes for a better future cruelly dashed," he wrote. "You will read of falsified scores on entrance exams, poor-quality training, and harsh refund policies."

"The pattern of abuses revealed in these documents is an outrage perpetrated not only on the American taxpayer but, most tragically, upon some of the most disadvan-

Continued on Page 20

Education and Child Care: Welfare Reform's Challenge

Bills May Shortchange Care, Advocates Fear

By Deborah L. Gold

WASHINGTON—As the Congress eyes legislation that would shift thousands of women off welfare rolls and into employment, child advocates are weighing its potential impact on a segment of the population they say is crucial to the proposals' success: the children of welfare recipients.

"Too frequently, child care gets put on the bottom of the list when [legislators] talk about the importance of education, training, and employment programs," said Mary Lee Allen, director of child welfare and mental health for the Children's Defense Fund.

Despite increasing national interest in child-care issues, added Marjorie A. Kopp, policy analyst for the Child Welfare League of America, many lawmakers "are not really looking at what happens to the children when they talk about sending mothers off to work" under welfare reform.

NEWS ANALYSIS

Children's advocates generally agree, however, that the welfare-reform legislation currently pending in the Congress would represent a significant advance over

Continued on Page 20

Who Will Fund, Train, And Ensure Results?

By Reagan Walker

WASHINGTON—Powerful social and political forces have converged to make welfare reform one of the top Congressional priorities in this Presidential election year.

But those same forces, some critics here are saying, may doom the final legislation to a status far short of the watershed many had hoped for.

Like the education-reform movement, the drive to overhaul the welfare system

Continued on Page 21

Houston School Chief's 'Get Tough' Policy Will Send 40,000 to After-School Tutorials

By William Snider

Beginning this month, nearly 40,000 students in the Houston Independent School District will be required to give up nearly two hours a week of their free time to attend tutorial sessions in subjects they have failed to master.

Under a policy approved last month by the Houston Board of Education, students who refuse to attend the twice-a-week tutorials will fail their related courses.

The mandatory tutoring, officially termed the Required Academic Proficiency program, will involve some 45 percent of the district's students in grades 6 through 12.

It is the most ambitious part of what Superintendent of Schools Joan Raymond describes as a new "get tough" policy—designed to address the fact that nearly half of the district's secondary-school students remain educationally at risk despite continuing intervention efforts.

"It seemed to me, in view of the fact that we have thousands of seniors who are at risk of not graduating this June, that we have a crisis here," Ms. Raymond said in an

Continued on Page 25

Joan Raymond

Censorship Decision Is Rapidly Coloring Other School Cases

By Kirsten Goldberg

Less than a month after the U.S. Supreme Court's decision expanding the power of school officials to regulate student speech, lower courts in three widely differing cases have cited the ruling in upholding the actions of school administrators.

The court decisions, which came less than a week apart, support a Florida school board's banning of a humanities textbook, a California principal's seizure of an "April Fool's" edition of a school newspaper, and a Nebraska school district's decision not to provide meeting space to a student Bible club.

A fourth court also briefly noted the High Court's decision in holding that districts can require student athletes to submit to random drug testing. *(See related story, page 5.)*

The cases are the first to cite the Court's Jan. 13 decision in *Hazelwood School District* v. *Kuhlmeier*, which backed a Missouri high-school principal's decision to prevent his school's student newspaper from publishing articles on divorce and teen-age pregnancy.

In that case, the Justices held 5 to 3 that administrators have broad authority to regulate student expression in school newspapers, theatrical productions, and other forums that are part of the curriculum.

Such speech may be censored, the Court said, if it conflicts with the school's "basic educational mission," if it is "inappropriate" for a young audience, or if it might be perceived as bearing the "imprimatur of the school."

Some of the lawyers involved in the three recent decisions said they believed the judges hearing their suits had been waiting

Continued on Page 24

Also in the news

Drug Testing For Athletes Upheld

In a case believed to be the first of its kind, a federal judge has ruled that mandatory drug testing of school athletes does not violate their constitutional rights.

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Indian Coalition Seeks Control of Schools

An effort by Native American parents to have their own separate schools is raising political and constitutional questions in Minnesota.

6

Court To Rule on Unique Virginia Law

Bills that would repeal a law barring local school-board elections have been tabled, but a federal judge may soon decide the fate of the 81-year-old statute.

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Accuracy of Tests Debated by Experts

Concerned that test users are ill-equipped to interpret test results, the U.S. Education Department plans to publish a "consumer guide" to testing.

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NOTICE

Education Week's new address is 4301 Connecticut Avenue N.W., Suite 250, Washington, D.C. 20008. Telephone: (202) 364-4114.

IN SUMMARY

What Is Good for the Goose . . .
Districts' no-smoking policies should include teachers and administrators so that the right example is set for students, argues a group advocating "smoke free" schools. **Page 8.**

Report Card on Partnerships
A three-year study of school-business partnerships has found that they strengthen the role of business but are not effective in producing fundamental reforms in the educational system. **Page 9.**

Another Test in Texas
A new test for all students entering state colleges in Texas will replace a pre-professional exam for education majors that is the focus of a nationally watched federal lawsuit. **Page 10.**

A Scandal in New Jersey
The state department of education, investigating alleged corruption in its vocational division, is examining new charges that funds of student vocational clubs have been misspent. **Page 13.**

'Negotiated Rulemaking'
When it begins writing Chapter 1 regulations later this year, the Education Department, for the first time, will give those affected a chance to negotiate directly on the law's provisions. **Page 15.**

Controversial Rights Decision
In a move attacked by civil-rights groups, the Education Department last week said four formerly segregated state systems of higher education are now in compliance with federal law. **Page 15.**

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FORUM
"Academic Bankruptcy — An Accountability Tool?"
Statement on Page 27

CONVENTIONS IN PRINT
An *Education Week* guide to the annual convention of the National Association of Secondary School Principals in Anaheim, Calif.
Begins opposite page 18.

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ACROSS THE NATION

NATIONAL

Catholic Bishops Defend Response to Child Abuse

In the wake of accusations that it has failed to take action against priests who molest children, the national organization representing Roman Catholic bishops has issued a defense of the church's commitment to fighting child abuse. A San Jose, Calif., newspaper charged in December that the church "continues to ignore and cover up" several cases of child molestation by priests.

In response last week, Mark E. Chopko, general counsel for the U.S. Catholic Conference, said in the organization's first public statement on the subject that the bishops were "deeply committed to addressing such incidents positively, to making strong efforts to prevent child abuse, to repairing whatever damage has been done, and to bringing the healing ministry of the church to bear wherever possible."

The National Catholic Reporter has tallied 135 cases of sexual molestation by priests from 1983 to 1986; more than $20 million was paid to the victims in civil suits, the paper reported.

STATES

Vermont High Court Bars Agency Fees for Teachers

The Vermont Supreme Court has ruled that teachers' unions and public-school districts cannot under state law enter into a collective-bargaining agreement that would require nonunion teachers to pay an agency fee in lieu of dues.

The Feb. 5 ruling "basically establishes a right-to-work law for Vermont teachers," said Martin Kaufmann, a spokesman for the National Right to Work Legal Defense Fund.

The group filed suit in 1985 on behalf of teachers in Burlington who opposed a contract provision requiring them to pay agency-shop fees even though they were not union members.

Under terms of the contract, the Burlington board of education automaticallay deducted roughly $250 a year—85 percent of union members' annual dues—from their salaries, Mr. Kaufmann said. This money was then paid to the union.

The nonunion teachers argued that collection of agency fees was prohibited by the state's 1969 Labor Relations for Teachers Act, which states that "teachers shall have the right to or not to join, assist, or participate in any teachers' organization of their choosing."

Lawyers for the Vermont affiliate of the National Education Association, however, argued that later legislation—the Municipal Labor Relations Act, which allows a municipal employer to enter into an agreement requiring that an agency fee be paid to the certified bargaining agent—superseded the earlier measure.

The court disagreed. It noted in its ruling that a provision in the later law specifically states that nothing in it "shall be taken to alter or repeal the provisions of [the 1969 Act.]"

Texas Board Tightens Rules On State Compensatory Aid

The Texas Board of Education has tentatively approved new regulations aimed at making school districts more accountable for the $350 million in state compensatory-education aid they receive each year.

The rules, approved at the board's January meeting, would require districts to develop detailed eligibility guidelines for their remedial programs, draft descriptions of the services provided, and coordinate the use of funds from state, federal, and other sources.

"I feel this approach can hold local districts accountable and, at the same time, maximize their flexibility," said William Kirby, the state commissioner of education.

Since 1975, when the state compensatory-education program began, districts have been granted broad latitude in using the funds, state officials said. The money is allocated to districts with concentrations of low-income students.

The state's 1984 education-reform law included a six-fold increase in compensatory aid, leading some legislative leaders to call for stricter program standards.

Under the new rules, department officials would examine districts' compensatory efforts as part of the state's accreditation process. Districts would be required to review student progress periodically, and minimum achievement goals would be set by the commissioner.

■ **The North Dakota Supreme Court has ruled that school districts in the state must turn over the personnel files of public-school teachers** to taxpayers wishing to inspect them.

Under the state's open-records law, all "public and government records" are open to inspection by taxpayers unless specifically exempted by the legislature.

Therefore, the high court ruled Feb. 2, teachers' personnel files are open for inspection because the legislature has passed no measure closing them. The issue was raised last spring when a parent in the Hebron school district asked to see the personnel file of a high-school business teacher.

Lawyers for the teacher and the district "raised some strong public-policy arguments for the exception of teacher personnel records from the open-records law," the court stated in its ruling, but "such policy considerations are for the legislature."

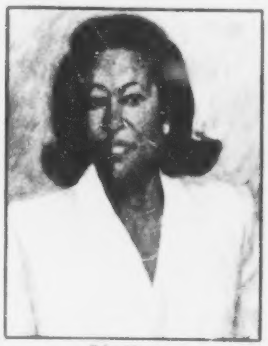
'Gallery of Greats' Exhibit Honors Black Educators

A collection of original oil paintings honoring 12 black educators was unveiled in Washington last week as part of Black History Month.

The exhibit—"Gallery of Greats: Black Educators . . . Building the Foundation"—will tour the country for the next two years, after an initial showing at the U.S. Education Department. It was sponsored by the Miller Brewing Company and the National Alliance of Black School Educators.

Included among those honored are Carter Godwin Woodson, who devoted his life to teaching black Americans about their cultural heritage, founding the Association for the Study of Negro Life and History and providing the impetus behind the designation of February as Black History Month; Ida Daniel Dark, a Philadelphia elementary-school teacher who has used music to help her pupils develop their potential despite social, economic, and mental handicaps; Erma Chansler Johnson, who has drawn minorities and women into the mainstream of society through her work as vice chancellor of human resources at Tarrant County Junior College in Fort Worth, Tex.; and John Hope Franklin, a preeminent historian who holds emeritus professorships at both the University of Chicago and Duke University.

In addition to several college educators, those honored include Mary Frances Berry, a member of the U.S. Civil Rights Commission and a former assistant secretary of education who is now on the faculty of the University of Pennsylvania; George J. McKenna, a Los Angeles high-school principal; Alain Leroy Locke, a philosopher and social critic who was the first black Rhodes Scholar in 1907; W.E.B. DuBois, the activist founder of the N.A.A.C.P.; and Wilson C. Riles, former state schools chief for California.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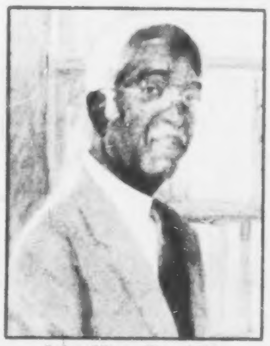
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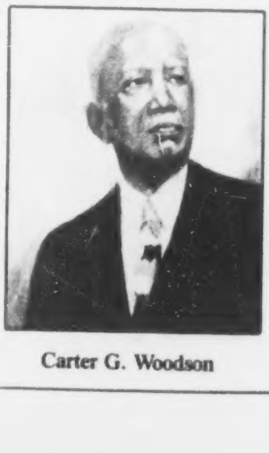
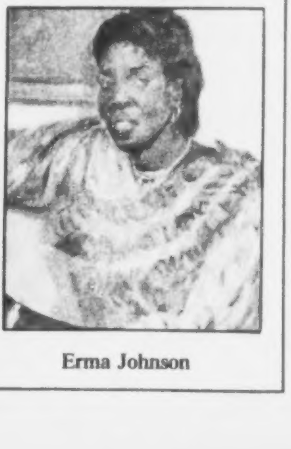

Carter G. Woodson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EDUCATION WEEK

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Dairies Rigged Their Milk Bids, Florida Charges

School Districts Bilked Of Millions, State Says

By William Snider

Seven of the nation's largest dairy producers illegally rigged bids for milk contracts with Florida's public schools, the state's attorney general charged last week in a federal lawsuit.

The civil suit filed in U.S. District Court in Miami charges that the milk suppliers and four local distributors violated federal antitrust laws by collaborating in a sophisticated conspiracy that has cost the state's school districts "millions of dollars" in overcharges over the past decade.

Bob Butterworth, Florida's attorney general, said he believes the antitrust action is the largest ever filed against major milk producers and that it will trigger similar investigations in other states.

"The ultimate effect of the conspiracy was to take coins from the pockets of schoolchildren," Mr. Butterworth said in a statement.

A spokesman for the the U.S. Justice Department said late last week that the department is conducting a grand jury investigation in Tampa to determine whether or not antitrust criminal violations may have occurred in the dairy industry. He would not provide details on the scope of the investigation.

The dairy processors named in the suit are: Borden Inc. of Columbus, Ohio; Dean Food Products Co. of Chicago; Flavorich Inc. of Lousiville, Ky.; Hart's Dairy of Ft. Meyers, Fla.; Kraft Inc. of Chicago, which markets dairy products under the brand name Sealtest; Pet Inc. of St. Louis; and Southland Corp. of Dallas, which markets dairy products under the Velda Farms label.

Spokesmen for five of the dairy processors named in the suit denied last week that they had engaged in any illegal actions.

"It is too early for us to comment on the specifics of the complaint as we have not yet

Continued on Page 15

Reagan Seeks $900-Million Education Hike

Funding Linked to 'Measurable Outcomes'

By Julie A. Miller

WASHINGTON—In keeping with their proclaimed theme for the year, Education Department officials have included in their 1989 budget proposal plans to make schools and colleges more "accountable" for the success of vocational-education and student-aid programs.

"We want to link the level of federal funds a recipient gets to the attainment of measurable outcomes," said a senior E.D. official.

Also tucked away in the budget are plans for a new college-savings program and for overhauling library-aid and immigrant-education programs earmarked for elimination in prior years.

Vocational education, slated for zero funding in 1988, would be level-funded at $888.2 million under the 1989 plan.

But—in a preview of their proposals for next year's reauthorization of the Carl D. Perkins Vocational Education Act—E.D. officials have proposed basing continued funding for local programs on evidence of success.

"Our goal is to improve program quality by strengthening the states' responsibility for setting, assessing, and enforcing stan-

Continued on Page 17

EDUCATION'S BUDGET HIGHLIGHTS

1988 Appropriation: $20.3 billion
1989 Request: $21.2 billion

Proposed Increases

Pell Grants	$740 million
Guaranteed Loans	$188.6 million
Chapter 1	$238 million
Chapter 2	$66.6 million
Magnet Schools	$40 million
Anti-Drug Programs	$21 million
Education Research	$12 million
Bilingual education	$12 million

Proposed Cuts

Impact Aid	$116 million
Migrant Education	$7 million
Education of Homeless	$5 million

Initiatives

Fund for Improvement and Reform of Schools and Teaching	$5 million
School Choice	$10 million
'Accountability' requirements in student-aid, vocational programs	

For related stories, Databank, see pages 17-19.

$21.2-Billion Budget Boosts Major Programs

By Julie A. Miller

WASHINGTON—For only the second time in his eight-year tenure, President Reagan has proposed an increase in federal education spending.

The fiscal 1989 budget he unveiled last week requests a $900-million hike for Education Department programs, to $21.2 billion. That figure includes significant increases for Chapter 1, Chapter 2, Pell Grants, and education research.

The budget contains only a handful of proposed cuts—most notably in impact aid—and no big surprises like last year's proposal to eliminate vocational-education funding.

It makes no requests for recissions from the prior year's budget, although Education Department officials said last week that such requests may be made later.

"As I said last year, if circumstances were different, we would be proposing a different budget; and circumstances are different," said Secretary of Education William J. Bennett.

"The President has decided to make education a priority, there is more room to move because of the summit agreement [between the White House and the Congress],

Continued on Page 17

Foundations Saying 'We All Have a Stake' in Schools

By Lynn Olson

First of Two Parts

Historically, philanthropic interest in the public schools has been, in the words of one observer, "abysmally low."

But there are signs that the education-reform movement, and a growing concern among foundations over children's welfare, may be changing that.

Since 1980, membership in the Council on Foundations' precollegiate division has soared—from 36 people to 212.

The large private foundations that traditionally have given to the schools, such as the Carnegie Corporation of New York and the Ford Foundation, are now being joined by a host of others. For example:

- The ARCO Foundation, which a decade ago gave only to higher education, last year assigned over half of its $11.5 million in contributions to precollege programs. The "turning point," according to Program Officer Fred A. Nelson, came in 1980, when ARCO made the largest single grant in its history—$2.55 million—to the Carnegie Foundation for the Advancement of Teaching.

"Since then," Mr. Nelson says, "our support of precollege education in general . . . has steadily increased," even at the expense of grants to higher education.

- The Exxon Education Foundation, which in the past also has focused its efforts on colleges and universities, in 1986 created a separate elementary- and secondary-education program that distributed nearly

Continued on Page 22

Also in the news

5 Little Rock Ruling Says State Must Pay
Arkansas joins a list of states held liable for desegregation-related education costs.

9 National Teacher Board Seeks Hefty Appropriation
Certification body's backers ask the Congress for $25 million in aid—with no strings attached.

10 As Louisiana 'Hayride' Ends, Schools Are Gaining Priority
The collapse of a decade-long boom has made education the state's new economic hope.

Researchers' Critique Escalates the Debate Over 'Regular Education' for All Students

By Debra Viadero

In an escalation of what has become the hottest debate in special education, a group of prominent researchers has published a collective critique of the so-called "regular-education initiative."

Their views, appearing in a series of articles published in the January issue of the *Journal of Learning Disabilities*, are considered to be the first major rebuttal to a growing movement in the field to have handicapped children taught entirely in regular classrooms, rather than in special programs.

Unlike mainstreaming, in which handicapped children are returned to the regular classroom only after they have been helped in separate "pull out" programs, the regular-education initiative calls for fundamental changes in the way handicapped children are educated.

It seeks to to avoid stigmatizing "labels" by keeping mildly handicapped students in regular school classrooms from the beginning.

The movement's advocates claim that such children could best be served if regular classroom teachers worked with special educators to learn strategies for teaching all students, all of the time.

Though a handful of researchers have advocated the regular-education concept for years, it has gained considerable momentum since November 1986, when Mad-

Continued on Page 20

Debra Viadero/Education Week

Teacher Mary Ann Provenza with pupil at a Verona, Pa., school that has tried new technique. Story on page 21.

IN SUMMARY

Assessing an Alternate Route
New Jersey's controversial alternative-certification program has achieved "notable success," despite weaknesses in its training and supervision components, an independent study says. **Page 7.**

A Text Firm Changes Hands
In a $238-million deal announced last week, a British conglomerate partly owned by Rupert Murdoch has agreed to buy one of the top textbook publishers in the United States. **Page 7.**

New Focus for Administrators?
Training programs for school administrators should shift their emphasis from management courses to "leadership education," according to a critique released last week. **Page 9.**

New Test for Kentucky?
Kentucky's essential-skills test has lost credibility with the public, and should be replaced with a nationally normed commercial test, the state's new schools chief contends. **Page 10.**

Legal Action on State Aid
West Virginia's largest school district has gone to court in an attempt to force the financially strapped state government to pay it some $10 million in overdue assistance. **Page 14.**

Battling for Enrollment
Vocational-education programs, hard hit by enrollment drops and academic mandates, are fiercely competing with comprehensive high schools to attract students, new findings suggest. **Page 16.**

Drug Research Found Lacking
Research on the effectiveness of anti-drug education has failed to keep pace with significant hikes in federal spending on such efforts, according to the General Accounting Office. **Page 16.**

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ACROSS THE NATION

NATIONAL

New Ad Campaign To Tell Youths: 'Reach for the Power—Teach'

Concerned about predictions of an impending teacher shortage, a teacher-recruiting firm has joined forces with the advertising industry's chief public-affairs organization to create a national media campaign designed to persuade young people to choose precollegiate education as a career.

Recruiting Young Teachers Inc. of Princeton, N.J., a nonprofit recruiting firm, and The Advertising Council Inc. of New York City will offer the press a preview this week of the $200,000 campaign, which will include television and radio commercials, and print ads promoting the theme: "Reach for the Power—Teach."

The project, which is expected to run for at least two years, will be aimed at high-school and college-age youths. Pam Freeman, a spokesman for the Advertising Council, said, "We want teaching to be able to compete with other careers in the minds of these young people."

The idea for the campaign was put forward in 1986 by John C. Esty Jr., president of the National Association of Independent Schools. He has spent the last year gathering support for it.

The advertisements will include a toll-free number—1-800-45TEACH—that those interested may call for more information about the profession.

REACH FOR THE POWER.
TEACH.
1-800-45-TEACH.

STATES

N.A.A.C.P. To Sue Mississippi Over High-School Exit Test

A top official of the Mississippi N.A.A.C.P. said last week that his group would ask a federal court to halt the state's exit examination for high-school students on the grounds that it discriminates against blacks.

Morris Kinsey, education chairman of the state chapter of the National Association for the Advancement of Colored People, said the test was "totally unconstitutional and totally unfair" to black students.

The examination, mandated by Mississippi's 1982 reform law, is taken by high-school juniors every spring. Beginning this year, students cannot receive diplomas until they pass it.

The N.A.A.C.P. has cited statistics showing that since the test was first administered in 1985, the failure rate for black students has been more than three times higher than that of white students.

Mr. Kinsey said the group will argue in court that the racial discrepancy is the direct result of the inferior educational opportunities available to blacks in the state.

"Black students are still not receiving a comparable education," he said. "Now they are asking them to compete at a level at which they have not been taught."

The N.A.A.C.P. also points to the disproportionate number of black students enrolled in remedial and vocational classes, which Mr. Kinsey claims do not adequately prepare students for the exit test.

A spokesman for the state education department, however, denied that the test was racially biased. Every question on the examination, he said, has been tested to eliminate cultural bias.

"Our position is that the discrepancy between the black and white failure rates is a poverty indicator," the spokesman said.

South Carolina To Give 'Certificate' As Alternative To Full Diploma

South Carolina students who complete high-school course requirements but do not pass the state's exit examination will be awarded a certificate in lieu of a diploma, under a plan adopted by the state board of education this month.

The board approved a regulation that would allow students who complete 20 hours of coursework to be awarded a State High School Certificate. Rob Harper, a board spokesman, said the certificate would not carry the weight of a diploma, but would give students "something to show for four years of work."

Beginning in the 1989-90 school year, all high-school students will be required to complete 20 hours of coursework and to pass an exit exam before receiving a diploma.

The exam, which tests reading, mathematics, and written-composition skills, will be given in the 10th grade. Students must pass all three sections, but they will be given three chances to do so.

Mr. Harper said students who receive the certificate may remain in school until they are 21 years old. After that, they may enroll in an adult-education program and may take the exit exam as many times as necessary to pass.

State officials say they hope the certificate will give students who are considering dropping out another goal to try for before quitting.

The certificate regulation will be on the state legislature's agenda for 90 days. If the assembly takes no action, it will pass automatically. Mr. Harper said the board did not anticipate problems with the regulation's passage.

■ **Standardized-test scores of students entering public colleges in Arkansas will soon be used to determine their placement level** for college coursework.

The Arkansas Board of Higher Education this month adopted a plan, to take effect next fall, requiring that all degree-seeking students take either the American College Testing Program, the Scholastic Aptitude Test, or the Assessment of Skills for Entry and Transfer examination.

Cynthia Moten, a spokesman for the board, said all college-bound students will have taken one of the tests for admission. Under the new plan, those test scores will also be used to determine the students' placement levels in three areas: mathematics, English composition, and reading.

Students who fail to score above a specified level in each area will be placed in a noncredit developmental program, which will vary depending on the college. After successfully completing the program, the student may enroll in for-credit courses without retaking the exam. The plan is intended to boost achievement levels overall.

■ **Illinois employers have little confidence in the skill levels of high-school graduates who apply to them for jobs,** a new study suggests.

In its survey of 360 employers, the Illinois Manufacturers Assocation found that 45 percent characterized their job applicants as "poorly educated." Fifty-five percent of those surveyed said the applicants generally had "average skills."

"The education community has been allowed to float along," said William Dart, vice president of the 5,000-member trade group, "but the fact that the product coming out is not sufficient is disturbing."

DISTRICTS

Suicide at Fresno Science School Spurs Intensive Counseling Effort

A team of psychologists has been organized to help students at a special school for science and mathematics cope with the first on-campus suicide ever reported in the Fresno (Calif.) Unified School District.

The 15 psychologists were brought in to talk to students of Edison Computech, where a 12-year-old boy fatally shot himself in an empty classroom after school on Feb. 8.

The boy, whose name was not released, was considered quiet and bright by teachers and classmates. He had gone to school concealing a .38-caliber pistol, a hunting knife, and a vial of cyanide. School officials said several factors in the boy's life had come together to place him at risk.

About 150 students sought counseling in the first day after the incident. Teachers and school staff also were encouraged to seek counseling.

Milwaukee's Catholic Schools Face a Major Restructuring

Faced with declines in enrollment and financial support, the Roman Catholic Archdiocese of Milwaukee has begun a comprehensive study of ways to reorganize its schools on the city's South Side.

Archbishop Rembert Weakland last week appointed a commission to complete the study. It will make recommendations for restructuring the school system by the end of the year.

Three high schools, 40 grade schools, and 60 parishes would be involved in the reorganization, affecting more than 10,000 students.

Enrollment in the archdiocese has dropped from about 88,000 in the mid-1960's to 33,000 last year. Combining the three high schools into one, and merging several grade schools are among the ideas to be considered, officials said.

DATABANK

Schooling in the States: A Fiscal and Demographic Profile

The following are findings from the Council of Chief State School Officers' first state-by-state summary of educational indicators.

Part of an annual series that will attempt to monitor the dimensions of the educational system and assess the quality of its accomplishments, the initial report emphasizes demographic and fiscal background information bearing on the states' investment in schooling.

The indicators are intended, the chiefs said in releasing them last November, to enable the states to compare their status and progress with others facing similar circumstances. Though some of the information was previously available, the chiefs offered new groupings of "like" states to make comparisons among them fairer.

Comparative indicators of student outcomes are not likely to be available until 1991, since that information would be derived from the expansion of the National Assessment of Educational Progress, proposals for which are still under discussion.

State	Number of Districts	School-Age Population 1976	School-Age Population 1986	Average School-Age Population Per District 1986	Per Capita Income 1986	Percent of Adults With 4 Years of High School 1980	Relative Tax Capacity Index U.S. = 100	Percent of School-Age Population in Poverty 1980
Alabama	130	903,000	820,000	6,308	11,336	56.5	73	22.7
Alaska	55	107,000	111,000	2,018	17,796	82.5	250	11.0
Arizona	218	554,000	629,000	2,885	13,474	72.4	99	15.4
Arkansas	333	506,000	472,000	1,417	11,073	55.5	75	22.3
California	1,028	4,614,000	4,874,000	4,484	16,904	73.5	119	13.8
Colorado	176	612,000	599,000	3,384	15,234	78.6	121	10.5
Connecticut	165	720,000	549,000	3,327	19,600	70.3	24	10.2
Delaware	19	142,000	115,000	6,053	15,010	66.6	123	14.4
District of Columbia	1	143,000[1]	91,000	91,000	19,397	68.0	120	25.6
Florida	67	1,784,000	1,848,000	27,582	14,646	66.7	105	17.2
Georgia	186	1,252,000	1,245,000	6,694	13,446	56.4	89	20.1
Hawaii	1	207,000	196,000	196,000	14,886	73.8	118	11.4
Idaho	116	212,000	223,000	1,922	11,223	73.7	78	13.1
Illinois	993	2,642,000	2,187,000	2,202	15,586	66.5	97	13.9
Indiana	305	1,293,000	1,084,000	3,554	13,136	66.4	87	10.8
Iowa	436	685,000	543,000	1,245	13,348	71.5	87	10.6
Kansas	304	513,000	453,000	1,490	14,650	73.3	100	10.5
Kentucky	178	838,000	745,000	4,185	11,238	53.1	77	20.7
Louisiana	66	1,013,000	947,000	14,348	11,193	57.7	102	22.6
Maine	282	259,000	222,000	787	12,790	68.7	88	14.8
Maryland	24	1,008,000	788,000	32,833	16,864	67.4	105	11.6
Massachusetts	396	1,311,000	960,000	2,424	17,772	72.2	111	12.1
Michigan	565	2,260,000	1,809,000	3,202	14,775	68.0	93	12.2
Minnesota	436	971,000	786,000	1,803	14,994	73.1	101	9.3
Mississippi	154	618,000	583,000	3,786	9,716	54.8	70	29.8
Missouri	545	1,101,000	939,000	1,726	13,789	63.5	89	13.7
Montana	549	183,000	163,000	297	11,803	74.4	95	12.5
Nebraska	927	359,000	302,000	326	13,742	73.4	93	11.4
Nevada	17	150,000	167,000	9,824	15,437	75.5	146	9.0
New Hampshire	169	202,000	187,000	1,107	15,911	72.3	110	8.7
New Jersey	604	1,704,000	1,332,000	2,205	18,626	67.4	114	13.2
New Mexico	88	312,000	309,000	3,511	11,422	68.9	103	21.2
New York	728	4,016,000	3,145,000	4,320	17,111	66.3	98	17.5
North Carolina	140	1,302,000	1,192,000	8,514	12,438	54.8	87	17.5
North Dakota	310	155,000	132,000	426	12,472	66.4	106	13.7
Ohio	615	2,541,000	2,075,000	3,374	13,933	67.0	90	12.0
Oklahoma	634	629,000	632,000	997	12,283	66.0	113	14.7
Oregon	306	534,000	494,000	1,614	13,328	75.6	94	10.4
Pennsylvania	501	2,651,000	2,074,000	4,140	14,249	64.7	88	13.0
Puerto Rico[1]	1	978,000	862,000	862,000	—	—	—	—
Rhode Island	40	209,000	164,000	4,100	14,579	61.1	86	12.4
South Carolina	92	719,000	682,000	7,413	11,299	54.0	77	20.3
South Dakota	193	164,000	138,000	715	11,814	67.9	83	19.0
Tennessee	142	1,002,000	923,000	6,500	12,002	56.2	81	19.8
Texas	1,068	3,102,000	3,435,000	3,216	13,478	62.6	117	18.1
Utah	40	326,000	10,775		10,981	80.0	81	9.6
Vermont	273	116,000	100,000	366	13,348	71.0	95	12.7
Virgin Islands[1]	2	—	—	—	7,811	47.0	—	—
Virginia	138	1,195,000	1,030,000	7,464	15,408	62.4	96	14.1
Washington	297	856,000	817,000	2,751	15,009	77.6	99	10.0
West Virginia	55	423,000	382,000	6,945	10,576	56.0	79	17.9
Wisconsin	432	1,129,000	914,000	2,116	13,909	69.6	89	9.5
Wyoming	49	95,000	107,000	2,184	12,781	77.9	181	7.4

[1] Data provided by state education agency staff

Comparative Wealth: Gross State Products Per School-Age Child, 1986

High Relative Wealth		Moderately High Relative Wealth		Moderate Realtive Wealth		Moderately Low Relative Wealth		Low Relative Wealth	
Alaska	$173,445	Hawaii	96,358	Washington	82,697	Wisconsin	74,897	South Carolina	63,460
Nevada	115,033	Delaware	95,018	Georgia	82,522	Michigan	74,859	Montana	61,579
Connecticut	113,995	Maryland	93,862	Rhode Island	82,329	Oregon	73,568	Alabama	61,192
Wyoming	111,856	Virginia	91,992	Kansas	81,256	Tennessee	72,965	Arkansas	59,097
New York	111,856	Florida	91,909	Pennsylvania	81,023	Indiana	71,231	West Virginia	57,894
Massachusetts	109,580	Illinois	89,639	North Carolina	79,175	New Mexico	68,987	South Dakota	56,352
California	106,041	Minnesota	86,031	Ohio	77,225	Vermont	68,780	Utah	52,948
New Jersey	103,564	New Hampshire	84,721	Louisiana	77,137	North Dakota	67,544	Idaho	52,829
Colorado	101,654	Arizona	83,790	Nebraska	76,943	Maine	66,760	Mississippi	50,230
Texas	99,300	Missouri	83,564	Oklahoma	75,178	Iowa	66,099	Virgin Islands	—
						Kentucky	65,980	District of Columbia	—
								Puerto Rico	—

A $21.2-Billion Budget For E.D. Is Proposed

Continued from Page 1

and Gramm-Rudman targets are pressing less," Mr. Bennett said.

Other department officials said the proposal resulted from a convergence of two factors: the economic-summit agreement with the Congress and Mr. Bennett's success in making education "a more pressing issue" within the Administration.

The summit agreement calls for a $12-billion reduction in the federal budget deficit in fiscal 1989 and limits growth in both defense and domestic spending to 2 percent.

Given those limitations, department officials said, the Administration's domestic priorities were anti-drug programs, efforts related to acquired immune deficiency syndrome, and education programs, which are slated for an increase of more than 4 percent.

Countering 'Money Mob'

Mr. Bennett said he was also motivated by a desire to take the budget issue away from his critics in the Congress and the education community, which he characterized as "the money mob."

"We do not want to waste time with a budget proposal that no one in Congress takes seriously," the Secretary said. "It seems to give whining rights to the usual people."

The strategy may work. Education advocates last week termed the proposal a major improvement, although they added that it still does not go far enough.

Higher-education groups even canceled the sidewalk press conference outside the Education Department that had become almost a tradition on the day the budget is released.

"This is obviously a much better budget than we have seen from the Administration for a number of years," said Richard F. Rosser, president of the National Association of Independent Colleges and Universities. "It begins to sound like a reasonable budget."

But the Committee for Education Funding, a coalition of 100 education organizations, called for a $22.8-billion education budget in a letter to the Congress.

"I think the needs are considerably greater than what the department is proposing," said Michael Casserly, legislative director for the Council of the Great City Schools.

"Unfortunately," he said, "the unholy alliance on the budget makes it difficult to bust out of the artificial caps" on spending.

Congressional leaders were more enthusiastic about the Administration's change of heart, though some pledged to fight for still more education funding.

'Drastically Different'

Senator Lawton M. Chiles Jr., Democrat of Florida, said in a letter to colleagues that the 1989 budget "represents what may be the most realistic starting point of any budget presented during this Administration."

Mr. Chiles, who is chairman of both the Budget Committee and the Appropriations subcommitee with jurisdiction over education, added that the plan's education component is "drastically different but substantially better than last year's."

He and other legislators specifically praised proposed increases for the Chapter 1 compensatory-education program, Pell Grants, and programs for handicapped students.

Chapter 1 funding would increase from $4.33 billion to $4.56 billion. Most of that increase would come in the form of local grants, including $154 million in concentration grants for districts with especially heavy concentrations of needy students, a provision that will be added by pending reauthorization legislation.

Pell Grants would rise from $4.26-billion to $5 billion, and special-education funding would increase by $4-million, to $1.9 billion. Funding for handicapped-education grants, preschool grants, and the early-intervention-services program would all be increased.

"It took seven years, but it looks like the President has finally submitted a budget request for education that we can live with," said Senator Robert T. Stafford of Vermont, the education subcommittee's ranking Republican.

"While I am disappointed in the declining funding proposed for important programs, such as impact aid, libraries, and direct loans, the overall budget is a good one," said Senator Claiborne Pell, Democrat of Rhode Island, the subcommittee's chairman.

Impact aid, which compensates school districts for revenue lost because of federal activities there, is the only large precollegiate program slated for cuts.

Mirroring its previous, unsuccessful proposals, the Administration requested no funding for "b" districts, whose students either live on federal property or have parents who work there. Other funding would increase, but the program would be cut by $116 million overall.

'Not Politically Dumb'

House Education and Labor Committee Chairman Augustus F. Hawkins, Democrat of California, said the budget proposal "is a good first step, but clearly not enough," and vowed to "press for funding over and above the President's request."

Mr. Hawkins also asserted, as did several lobbyists, that the proposal was made to assist Republicans in an election year.

"We should be involved in a Presidential election campaign every year, since that event seems to be the only way to get this Administration to commit additional funding for the nation's schools," he said.

The last time the Administration proposed an increase in education funding—1984—was also an election year, as well as a year of increased public interest in education, spurred by the landmark report, *A Nation at Risk*.

Former Secretary of Education Terrel H. Bell requested a $900-million hike, to $15.5 billion, in 1984, and the Congress appropriated $17.9 billion.

Mr. Bennett acknowledged that proposing an increased education budget "is not politically dumb," but denied that the move was "driven" by electoral concerns.

"The Secretary does believe there's no point in handing this weapon time and time again to the Democrats," a senior Education Department official added.

Some education advocates said it was hard for them to heap praise on a proposal that they characterized as hypocritical in light of the Administration's past actions.

"I don't sleep with anybody on the first date," Mr. Casserly said. "They've got to care about you for a longer time before you can muster up any affection."

Other Details of Education Budget

Other details of the Administration's proposed education budget for fiscal 1989 include:

- **A $23-million boost for the Chapter 2 block-grant program, to $540.5 million. Secretary Bennett has also requested an additional $4.7 million for the discretionary fund included under Chapter 2, proposing to use the money primarily to support "exemplary" early-childhood-education programs and demonstrations of alternative teacher certification.**
- A $12-million hike in bilingual-education funding, which department officials said was spurred by the Congress's decision to allow more money to flow to alternative, English-based programs.
- An increase from $229.8 million to $250 million for education programs under the Drug-Free Schools and Communities Act, which the Administration proposed halving in 1988.
- A research budget of $81 million, a $12-million jump from 1988. The biggest jump would be slated for statistical activities.
- Small increases for adult- and Indian-education programs.
- Increased magnet-schools aid. The proposed budget would hike funding from $75 million to $115 million, the full amount to be authorized in pending omnibus legislation. The Administration also proposed allowing as much as $40 million of that funding to flow to school districts that are not implementing desegregation plans.

The Senate version of H R 5 adopted the Administration's expansion proposal, but would provide a separate, $35-million authorization that would become effective only when funding for the original program reached $100 million.

- **Early approval for several other programs proposed in the Senate bill.**

The "Fund for the Improvement and Reform of Schools and Teaching," under which a 15-member board would dispense awards designed to spur education reform, would receive $5 million, and a demonstration program for public-school districts implementing districtwide parental choice would receive $10 million.

A dropout-prevention demonstration program, which was authorized in the 1988 appropriations bill, would receive $23.9-million, the same as in 1988.

The Star Schools telecommunications grant program, also authorized for 1988 by the appropriations measure, would be discontinued under the Administration's 1989 blueprint, because "there is no need for a new federal program in this area."

Other proposed new initiatives, including programs for gifted students and parental-involvement projects; were not mentioned in the budget.

- Increases for most student-aid programs, coupled with sweeping reform proposals. *(See related story, page 1.)*

However, to the dismay of higher-education advocates, the Education Department is again seeking to augment its new Income-Contingent Loan initiative and eliminate the Perkins loan program, under which institutions provide direct subsidized loans to students.

- Zero funding for the education sections of the 1986 Homeless Assistance Act. The department argues that the needs of homeless children and adults can be addressed through regular programs for adult-education and aid to disadvantaged students.
- **Renewed efforts to eliminate the Women's Educational Equity Act, aid to the Virgin Islands, Congressional scholarships for aspiring teachers, two programs that help migrant adults obtain high-school diplomas and attend college, and several small collegiate fellowship programs.**
- A change of heart regarding other programs the Administration has tried to kill in the past. Title IV desegregation assistance, for example, would be level-funded under the 1989 blueprint.

Some other previously condemned programs, such as library aid, immigrant and refugee education grants, and vocational-education funding, are not earmarked for elimination in 1989, but for legislative changes. The library program is still earmarked for drastic cuts, while the other programs would receive the same amount as in 1988.

The Education Department has also given up on a proposal, ignored for two years, to phase out several specialized teacher-training programs in favor of a single program focused on education reform.

The largest of these programs, aiding science and mathematics education, would be level-funded at $119.7 million.

Territorial teacher training and Christa McAuliffe scholarships would each receive $1.9 million, the same amount as in 1988. The Leadership in Educational Administration initiative, which funds training centers for school administrators, would be phased out by 1990 under the proposed budget.

Funding Linked to 'Measurable Outcomes'

Continued from Page 1

dards of performance," said Secretary of Education William J. Bennett.

Department officials said the proposals are modeled after new provisions for the Chapter 1 program, likely to be written into law this year, which would require school districts to improve failing programs.

States would be required to develop evaluation mechanisms—such as basic-skills assessment and placement rates in jobs or postsecondary programs—that measure student achievement. They would have "the authority to determine if programs are working" and the responsibility to step in and aid improvement of those that are not.

Current law requires states to develop measures of program performance, but "gives very little guidance about the kinds of measures the states should develop and contains no requirements about how such measures should be applied," the department's 1989 budget documents state.

"Enactment of these amendments will give the states a mechanism for building strong vocational programs and improving or terminating weak ones."

In the name of local flexibility, the department also plans to end categorical funding for homemaking education, community-based organizations, and bilingual vocational training. It proposes instead to increase basic state grants from $804.2 million to $848.3 million.

Officials of the American Vocational Association declined to comment on the proposals last week.

Aid With Accountability

In a similar vein, the Administration's 1989 plans for student aid are not nearly as drastic as those advanced last year, when it proposed a 45 percent cut in aid programs, including elimination of several initiatives and a halt to the federal subsidy for Guaranteed Student Loans.

Under the 1989 proposal, all but two programs would receive increases. Total available aid dollars would climb from $15.6 billion to $16.5 billion, and the number of students assisted would rise from 9.2 million to 9.3 million.

But those proposed funding hikes come with a dose of accountability.

Institutions' allocations under the college work-study program, which provides grants to pay 75 percent of student workers' salaries, and the Supplemental Educational Opportunity Grants program, under which institutions award grants to eligible students, would be contingent upon "institutional performance in meeting various pre-established student outcome objectives."

The objectives, which would be set by the institution and reviewed by the department and advisory groups, could include student achievement on examinations or success in job placement or academic-program completion.

"Because colleges and universities have control over and benefit from campus-based aid, it is reasonable to expect some accountability in return," Mr. Bennett said.

The department will also propose that for-profit entities, including proprietary schools, be excluded

Continued on Following Page

'Accountability' Is Sought In E.D.'s Major Programs

Continued from Preceding Page

from the work-study program, and that the employer's share of student salaries rise from 25 to 50 percent over three years.

In conjunction with these proposed reforms, the Administration has requested $600 million for work-study, up from $588.3 million in 1988, and $416.6 million for supplemental grants, up from $408.4 million.

> *Because colleges "have control over and benefit from campus-based aid, it is reasonable to expect some accountability."*
>
> —William J. Bennett

But Richard F. Rosser, president of the National Association of Independent Colleges and Universities, said it is unlikely that adequate performance measures can be developed.

Dubious on Standards

"State schools can't agree on this, and they're talking about federal standards," Mr. Rosser said. "We don't have the methodology yet to make that kind of determination."

Charles B. Saunders, vice president for governmental relations of the American Council on Education, said he would defer comment until the proposed legislation is drafted. But he predicted that the only policy changes the Congress would entertain this year would be measures to curb student-loan defaults.

Proposed changes in the Guaranteed Student Loan program, which would be increased from $2.5 billion to $2.7 billion, are aimed at that problem.

Restrictions on Loans

Lenders would be required to check credit histories of borrowers, and those with poor records would have to find creditworthy co-signers. Borrowers would be asked for their driver's license numbers, addresses, and addresses of relatives at exit interviews.

The department would pay lesser percentages of defaulted loans to lenders and guarantee agencies, to increase their incentive to collect.

Some of these proposals "are obvious things that ought to be done," Mr. Rosser said, "but they are not going to take care of the problems. We've got to take a fresh look at how we lend students money," he said.

He also warned that proposed changes in the need-analysis formula that determines eligibility for most student aid could lead to "gross injustices."

Department officials said they plan to offer a package of reforms, including a proposal to exclude nonliquid family assets, such as homes and farms, from the analysis.

Mr. Bennett contended that including the assets discourages "prudent" behavior because those who dissipate their money instead of accumulating assets are rewarded.

'It's No Accident'

The proposals for campus-based aid programs reflect a tactic that is also being applied to library-aid and immigrant-education initiatives: If the Congress will not agree to eliminate or cut a program, propose reforming it instead.

"It's no accident," said a senior department official, confirming that the proposals stem from a conscious strategy. "The reason we proposed to kill [the programs] is that we felt they were not very effective."

For the Immigrant and Refugee Education program, the department will propose legislation that would prevent recipient districts from using the funds to pay general expenses or to supplant local funding.

The program, which assists districts with at least 500 immigrant students, currently requires no special instructional services.

In a similar vein, E.D. will propose regulations requiring that refugee education funds be used only to "meet the extraordinary educational needs of recently arrived refugee children." Eligibility would also be limited to districts with at least 20 refugee children.

The programs, slated for elimination in previous years, would be level-funded at $28.7 million and $15.2 million, respectively.

'Problems of National Interest'

Similarly, a new focus is planned for library-services programs, also slated for elimination in 1988.

> *Some proposals "are obvious things that ought to be done, but they are not going to take care of the problems."*
>
> —Richard F. Rosser

The existing programs "have accomplished their objective of making public-library services available to virtually every community," according to budget documents. "Consequently, the department will propose legislation that will address problems of national interest that still exist."

The new, $76-million program would support projects to increase library use by disadvantaged populations, the sharing of resources between libraries, and research and assessment activities.

Existing programs, funded at $135.1 million in 1988, also support construction, literacy, training, technology, and preservation projects.

The final legislative proposal foreshadowed in the budget is a plan to enable families to save for college by purchasing U.S. Savings Bonds. Interest would be tax-free if it were used for educational expenses.

Department officials said the program's tax benefits would be phased out for families with incomes of $75,000 to $100,000.

DATABANK

Proposed 1989 Education Budget

	FY 1987 Appropriation	FY 1988 Appropriation	FY 1989 Request
		(in thousands)	
COMPENSATORY EDUCATION FOR THE DISADVANTAGED			
Basic grants for the disadvantaged (Chapter 1):			
Grants to local educational agencies:			
Basic grants	$3,453,500	$3,829,600	$3,906,151[1]
Concentration grants	0	0	154,000[1]
State agency programs:			
Migrant	264,524	269,029	269,029[1]
Handicapped	150,170	151,269	151,269[1]
Neglected and delinquent	32,616	32,562	32,616[1]
State administration	37,107	38,296	41,000[1]
Evaluation, technical assistance, and demonstrations	6,246	7,181	12,000[1]
Total, Chapter 1	**3,944,163**	**4,327,927**	**4,566,065**
Migrant education:			
High-school equivalency program	6,300	7,276	0
College-assistance migrant program	1,200	1,340	0
TOTAL, compensatory education for the disadvantaged	**3,951,663**	**4,336,543**	**4,566,065**
IMPACT AID			
Maintenance and operations:			
Payments for "a" children	533,000	536,144	547,000
Payments for "b" children	130,000	134,036	0
Payments for federal property	22,000	15,318	10,000
Disaster assistance	10,000	0	10,000
Construction	22,500	22,978	25,000
TOTAL, impact aid	**717,500**	**708,476**	**592,000**
SCHOOL-IMPROVEMENT PROGRAMS			
Improving School Programs (Chapter 2):			
State block grants	500,000	478,700	540,500[1]
Secretary's discretionary fund:			
Inexpensive book distribution	7,800	7,659	7,659[1]
Arts in education	3,337	3,315	3,315[1]
Alcohol- and drug-abuse education	3,000	0	0
Law-related education	3,000	3,830	3,830[1]
National Diffusion Network	10,700	10,244	10,244[1]
Other discretionary programs	1,500	4,691	9,452[1]
Total, Chapter 2	**529,337**	**508,430**	**575,000**
Drug-free schools and communities:			
State grants	161,046	191,480	207,000[1]
National programs	38,954	38,296	43,000[1]
Science and mathematics education:			
State grants	72,800	108,904	108,904[1]
Programs of national significance	7,200	10,771	10,771[1]
Territorial teacher training	2,000	1,915	1,915[1]
Leadership in educational administration (LEAD)	7,177	8,222	4,358
Christa McAuliffe fellowships	2,000	1,915	1,915
Fund for the improvement and reform of schools and teaching	0	0	10,000[1]
Magnet-schools assistance	75,000	71,805	115,000[1]
Parental-choice open-enrollment demonstrations	0	0	5,000
Education of homeless children and youths	4,600	4,787	0
Women's educational equity	3,500	3,351	0
Training and advisory services	24,000	23,456	23,456
Dropout-prevention demonstrations	0	23,935	23,935
General assistance to the Virgin Islands	5,000	4,787	0
Ellender fellowships	1,700	2,394	0
Follow through	7,176	7,133	0
Star schools	0	19,148	0
TOTAL, school-improvement programs	**941,480**	**1,030,738**	**1,130,254**
INDIAN EDUCATION[2]			
Grants to local educational agencies and Indian-controlled schools	47,200	49,170	49,848
Special programs for Indian students	11,568	11,707	11,807
Special programs for Indian adults	3,000	3,000	3,500
Program Administration:			
Salaries and expenses	2,015	2,163	2,206
National advisory council	253	286	292
TOTAL, Indian education	**64,036**	**66,326**	**67,653**
EDUCATION FOR THE HANDICAPPED			
State grants:			
Grants to states	1,338,000	1,431,737	1,474,239
Preschool grants	180,000	201,054	205,075
Grants for infants and families	50,000	67,018	68,358
Special-purpose funds:			
Deaf-blind and other severely handicapped projects	0	0	19,722[3]
Deaf-blind projects	15,000	14,361	0
Severely handicapped projects	5,300	5,361	0
Early-childhood education	24,470	23,428	23,428
Secondary and transitional services	7,300	7,372	7,372
Postsecondary programs	5,900	5,840	5,840
Innovation and development	18,000	17,233	17,233
Media and captioning services	13,804	13,216	13,216
Special-education technology	4,696	4,787	4,787
Special studies	3,800	3,636	3,636
Special-education personnel development	67,730	66,410	66,410
Recruitment and information clearinghouses	1,200	1,149	1,149
Regional resource centers	6,700	6,415	6,415
TOTAL, education for the handicapped	**1,741,900**	**1,869,019**	**1,916,882**
REHABILITATION SERVICES AND HANDICAPPED RESEARCH			
State Grants:			
Vocational-rehabilitation state grants:			
Grants to states	1,277,797	1,376,051	1,403,572
Grants for Indians	3,203	3,449	3,518
Supported-employment state grants	25,000	25,935	26,454
Client assistance	7,100	7,500	7,650
Special purpose funds:			
Service and demonstration projects:			
Special demonstration programs	15,860	16,590	16,590
Supported employment projects	9,000	9,520	9,520
Model transition grants	450	475	475
Recreational programs	2,330	2,470	0
Migratory workers	1,058	1,100	1,100

	FY 1987 Appropriation	FY 1988 Appropriation	FY 1989 Request
	(in thousands)		
Projects with industry	16,070	17,000	17,000
Helen Keller National Center for Deaf-Blind Youths and Adults	4,600	4,800	4,800
Independent living:			
Comprehensive services	11,830	12,310	12,556
Centers	24,320	25,500	25,500
Services for older blind people	5,290	5,600	5,600
Training	29,550	30,000	30,000
National Institute on Disability and Rehabilitation Research	49,000	51,100	51,100
Evaluation	2,300	1,000	1,000
TOTAL, rehabilitation services and handicapped research	**1,484,758**	**1,590,400**	**1,616,435**
BILINGUAL, IMMIGRANT, and REFUGEE EDUCATION			
Bilingual education (Bilingual Education Act):			
Bilingual programs	99,161	101,198	113,081[1]
Support services	10,370	9,928	9,928[1]
Training Grants	33,564	35,447	33,564[1]
Immigrant education:			
Immigrant education (proposed legislation)	30,000	28,722	28,722
Reappropriation	0	1,247	0
Refugee education	15,886	15,200	15,200
TOTAL, bilingual, immigrant, and refugee education	**188,981**	**191,751**	**200,504**
SPECIAL INSTITUTIONS FOR THE HANDICAPPED			
American Printing House for the Blind	5,510[4]	5,278[4]	5,381
National Technical Institute for the Deaf	32,000[4]	31,594[4]	33,031
Gallaudet University	62,000[4]	62,195[4]	63,463
TOTAL, special institutions for the handicapped	**99,510**	**99,065**	**101,875**
VOCATIONAL AND ADULT EDUCATION			
Vocational education:			
Basic grants:			
Basic state grants	802,610	791,768	835,234
Indian and Hawaiian natives set-aside	12,390	12,448	13,099
Community-based organizations	6,000	6,845	0
Consumer and homemaking education	31,633	32,701	0
State councils	7,500	7,851	7,851
National programs:			
Research	7,050	7,276	7,050
Demonstrations	450	14,792	14,361
Data systems	3,500	3,590	3,500
Bilingual vocational training	3,686	3,734	0
Permanent appropriation:			
Basic grants	6,898	6,898	6,898
Indian and Hawaiian natives set-aside	107	107	107
Research	143	143	143
Adult education:			
Grants to states	105,981	115,367	140,000[1]
Research, demonstration, and evaluation	0	1,915	2,000[1]
Literacy training for homeless adults	6,900	7,180	0
Workplace literacy partnerships	0	9,574	0
TOTAL, vocational and adult education	**994,848**	**1,022,279**	**1,038,243**
STUDENT FINANCIAL ASSISTANCE			
Pell grants			
Academic-year program	3,862,000[5]	4,260,430	5,011,000
Shortfall	325,000[5]	0	0
Supplemental educational-opportunity grants	412,500	408,415	416,583
Work-study	592,500	588,249	600,014
Income contingent loans	5,000	4,308	50,000
Perkins loans			
Federal capital contributions	188,000	185,736	0
Loan cancellations	22,000	24,892	22,000
State student incentive grants	76,000	72,762	0
TOTAL, student financial assistance	**5,483,000**	**5,544,792**	**6,099,597**
GUARANTEED STUDENT LOANS			
TOTAL, guaranteed student loans	**2,717,000[5]**	**2,565,000**	**2,753,596[6]**
HIGHER EDUCATION			
Aid for institutional development	147,208	152,370	136,978
Program development	67,650	66,685	49,701
Academic facilities	23,000	28,244[7]	22,744
Special grants	19,250	15,414	0
Aid for students	223,320	271,758	240,772
TOTAL, higher education	**480,428**	**534,471**	**450,195**
HOWARD UNIVERSITY			
TOTAL, Howard University	**170,230**	**172,203**	**176,147**
HIGHER-EDUCATION FACILITIES LOANS			
TOTAL, higher-education facilities loans	**19,205[7]**	**0[8]**	**0[8]**
COLLEGE-HOUSING AND ACADEMIC-FACILITIES LOANS			
TOTAL, college-housing and academic-facilities loans	**60,000**	**62,231**	**1,675**
COLLEGE-HOUSING LOANS			
TOTAL, college-housing loans	**0**	**0**	**0**
COLLEGE-CONSTRUCTION LOAN INSURANCE			
TOTAL, college-construction loan insurance	**0**	**19,148**	**0**
EDUCATION RESEARCH AND STATISTICS			
TOTAL, education research and statistics	**63,575**	**67,526**	**81,000**
LIBRARIES			
Services to the disadvantaged (proposed legislation)	0	0	45,000
Resource sharing (proposed legislation)	0	0	30,000
Research and assessment (proposed legislation)	0	0	1,000
Public-library services:			
State grants	78,400	77,406	0
Indian and native Hawaiian set-aside	1,600	1,580	0
Public-library construction:			
State grants	22,050	22,143	0
Indian and native Hawaiian set-aside	450	452	0
Interlibrary cooperation:			
State grants	17,640	18,296	0
Indian and native Hawaiian set-aside	360	373	0
Library literacy programs	5,000	4,787	0
Training and demonstrations	1,000	718	0
Research libraries	6,000	5,744	0
College-library technology	0	3,590	0
TOTAL, libraries	**132,500**	**135,089**	**76,000**
DEPARTMENTAL MANAGEMENT			
Program Administration:			
Postsecondary education	70,513	76,302	93,544
Other education programs	63,322	64,794	63,833
Executive direction	100,857	99,332	98,072
Office for civil rights	43,000	40,530[9]	41,341
Office of the Inspector General	16,378	17,560[9]	17,911
TOTAL, departmental management	**294,070**	**298,118[9]**	**314,701**
TOTAL, EDUCATION DEPARTMENT	**19,687,897**	**20,314,175**	**21,164,824**

Precollegiate Activities Of N.S.F. Get a Boost

WASHINGTON—President Reagan last week requested a 21 percent increase in funding for the National Science Foundation's precollegiate-education programs.

The increase would bring total spending for K-12 programs to $108.5 million.

That represents about two-thirds of the proposed $156-million budget for the science- and engineering-education directorate, which was abolished for budgetary reasons in the first year of the Reagan Administration. The directorate was reinstated in 1983.

The fiscal 1989 budget would nearly double funding for the Young Scholars Program, which provides enrichment activities for talented junior- and senior-high-school students who show an interest in science and mathematics.

It would also provide an additional $6 million for materials development, with a special emphasis on curriculum development in math at the middle-school level.

For teacher preparation, the budget requests $53.5 million, or $8 million more than the amount appropriated in fiscal 1988. Included in the increase is $2.5 million to train teachers in urban areas.

Overall 19% Hike Asked

The budget also seeks $49 million—a 30 percent increase—for activities to encourage blacks, women, and other underrepresented groups to study science and engineering at more advanced levels. As part of these efforts, it proposes a new program to identify minority students with potential for graduate study.

Overall, the agency requests a 19 percent funding increase, which would bring total spending to $2.05-billion. Erich Bloch, the N.S.F.'s director, called the proposal a "major step toward significantly affecting our lead in science and engineering research and education."

Mr. Bloch noted that the foundation had planned to propose such a boost in fiscal 1988, but the Congress curtailed its efforts. Lawmakers provided $1.7 billion for the N.S.F. last year, less than the $1.9-billion President Reagan had requested. The President last year pledged to double the foundation's budget by 1992.

However, despite the cut, the Congress added $24 million to Mr. Reagan's 1988 request for the science- and engineering-education directorate.

Other Proposals

The Administration's other education-related budget proposals falling outside the Education Department, include:

- **Youth J.T.P.A. programs.** Funding for the youth employment and training programs administered by the Labor Department and authorized by the Job Training Partnership Act would be cut by $32 million—from $750 million to $718-million.

The Job Corps, also administered by the Labor Department, is slated for a $40-million increase, from $649 million in 1988 to $690 million.

The program is a national network of residential centers designed to provide training in literacy, arithmetic, and vocational skills for disadvantaged youths between the ages of 14 and 21. The increase will maintain the number of youths served through the program at 40,544.

- **Child Nutrition.** The Administration's request would marginally increase the Agriculture Department's school-meals programs, but would cut funding for the special milk program. The combined increases in the school-lunch and school-breakfast programs would total $224 million, bringing overall funding for the programs to $3.7 million. The milk program is slated to lose $1.5 million, falling from $21.5-million to about $20 million.
- **Asbestos Program.** The Administration has repeated its request to eliminate the school asbestos-abatement program. The Congress denied the request in the fiscal 1988 budget and funded the program at $40 million.
- **Bureau of Indian Affairs.** The bureau, part of the Department of the Interior, administers educational services for about 10 percent of all Native American children. It would lose $8.3 million in funding under the budget request, falling from $272.9 million in 1988 to $264.6 million in 1989.
- **Head Start.** The Department of Health and Human Services would receive level funding for the Head Start program, maintaining the 1988 appropriation level of $1.2 billion.

—R.R. & R.R.W.

Budget Footnotes

[1] Estimate based on pending legislation.

[2] Additional funds for Indian Education are provided in the Interior Department and Related Agencies Appropriations Acts.

[3] Activity combines deaf-blind projects and severely handicapped projects.

[4] This program was previously appropriated as one of the accounts under special institutions.

[5] Reflects a transfer of $287,000 thousand from Guaranteed Student Loans to Pell Grants contained in the Supplemental Appropriations Act of 1987.

[6] Reflects a reduction in program costs of $4,760 thousand associated with proposed legislation designed to reduce loan defaults.

[7] Reflects a reallocation of $336 thousand from Academic Facilities Construction Grants to Interest Subsidy Grants to cover mandatory expenses.

[8] No loan authority.

[9] Does not reflect a reduction of $597 thousand for Program Administration, $154 thousand for Civil Rights, and $189 thousand for Inspector General for travel and transportation expense pursuant to Section 512 of the Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act, 1988

SOURCE: U.S. Education Department

New Foundation View: 'We All Have a Stake' in Schools

Continued from Page 1

$1.5 million in grants.

According to Arnold R. Shore, executive director of the foundation, the shift was motivated by two factors: research demonstrating the link between schooling and economic productivity; and evidence that education would not keep pace with employers' needs unless ways were found to deal with a changing population of children.

- Two years ago, the John D. and Catherine T. MacArthur Foundation initiated an education program with a primary focus on the literacy of children ages 4 to 14. So far, it has distributed more than $9 million in grants, and foundation officials predict that contributions in the K-12 area will grow.

- In its early years, the Lyndhurst Foundation in Chattanooga, Tenn., gave most of its education dollars to private schools in the local community. "Our work with the public-school system was sort of hit or miss," says Jack E. Murrah, the foundation's executive director.

But in the last few years, Lyndhurst has been the driving force behind the district's first magnet school and is currently helping to create a local school foundation.

- In addition, several new foundations have chosen public education as a top priority, including the BellSouth Foundation in Atlanta and the Matsushita Foundation in Secaucus, N.J.

'On the Agenda'

Such signals are promising, says Mary K. Leonard, director of the Council on Foundations' precollegiate-education program, but they should be read with a degree of caution. With a national roster of some 25,000 foundations, she notes, "it's very hard to generalize."

Foundations give only a small percentage of their grants to elementary and secondary schools—4.5 percent in 1986, compared with 10.8 percent for higher education.

But there is no comprehensive listing of how that money is spent, Ms. Leonard notes, and categories of giving may be vague. A grant that one foundation characterizes as a higher-education initiative could be funded through the precollegiate program of another.

> *"I think that corporations and corporate leaders are faced with the reality that they're increasingly going to have to call for greater public-sector expenditures for education. There's a changing mindset."*
>
> —Peter Goldberg

"I can see some movement on a national level, but it's not happening in every foundation," she says.

Nonetheless, it is in the right direction, according to Paul N. Ylvisaker, a senior consultant to the council and professor of education at Harvard University.

"If you were to go back, as I did, over a 30-year period to find out what foundations had given to precollegiate education—and particularly to public schools," he says, "it was abysmally low."

Many foundations have either had explicit guidelines against funding public education or have never done it.

But since 1981, Mr. Ylvisaker says, "the plight of the schools—and particularly the public schools—has finally come up on the agenda of a good number of foundations."

Business and Community

Observers agree that the most notable growth has been in the corporate sector, even though its education support still goes primarily to colleges and universities.

In 1986, for example, the nation's 370 largest corporations gave only 6.1 percent of their direct charitable contributions in education to the precollegiate level—or $39.6 million out of a total of $652 million.

But that figure, says Jane F. Hammond, director of research for the Council for Aid to Education, was up from 5.2 percent in 1984. She notes that corporations also gave $12.9 million for economics education in 1986, mostly in grades K-12.

Moreover, in a survey released last month by the Conference Board, nearly two-thirds of the 130 major corporations polled listed elementary and secondary education as their top community concern. In 1985, only 42 percent did so.

The number of corporations that will match their employees' gifts to primary and secondary education has also jumped 12 percent in the last seven years—from 503 in 1981 to 701 today, according to the National Clearinghouse for Corporate Matching Gift Information.

"There is so much discussion and consideration given to education issues right now within the corporate community," says Peter B. Goldberg, vice president of the Primerica Foundation, "that it's hard for any corporate foundation officer or grantsmaking officer not to have been involved at some level."

Interest in education also seems to be blossoming among the nation's approximately 300 community foundations.

Traditionally, these groups have focused their efforts on the arts, health-related services, and social services, says Gloria Frazier, a consultant to the Council on Foundations.

But based on her discussions and correspondence with nearly one-fourth of the community foundations nationwide, Ms. Frazier notes that "there is a greater interest in figuring out how to work with the schools."

'Enlightened Self-Interest'

Philanthropy's growing attention to public education can be attributed, in part, to the spate of reports on school reform that have been released since 1982, says Theodore Lobman, vice president for the Stuart Foundations in San Francisco.

But national concern about the condition of children is also a factor, he adds. "As families collapse and child-protective services look less and less attractive, the schools seem to be all there is left."

Others point to what they call "enlightened self-interest" on the part of both private and corporate philanthropies.

Foundations that have previously supported higher education are worried about the supply and quality of students feeding the nation's colleges and universities. Corporations want to ensure a steady flow of well-qualified and educated workers.

These worries have combined to turn philanthropists' interest first to the high schools and increasingly to even younger age levels.

Such pragmatic concerns have also inspired new sources of support—including some local corporate, community, and family foundations that previously had paid scant attention to the schools.

'A Changing Mindset'

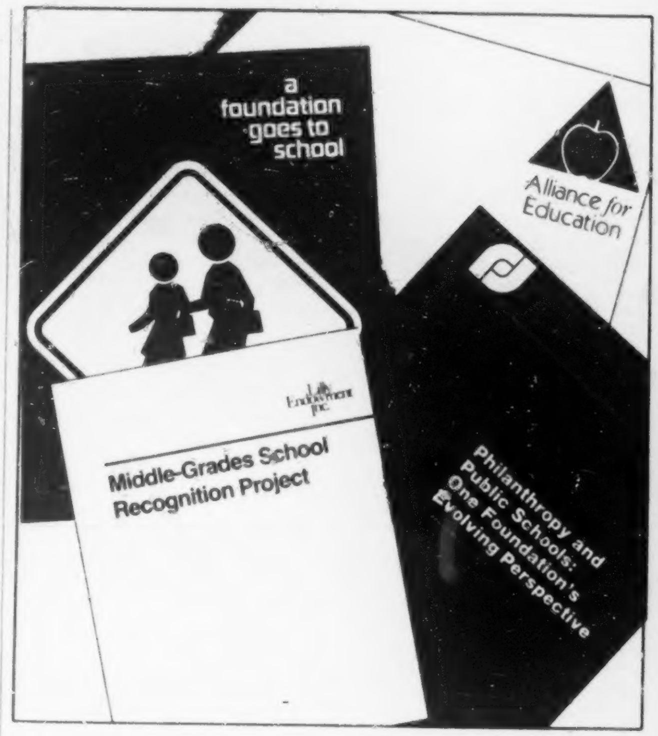
"Ten years ago, I think it would have been very difficult to get local foundations to consider giving to public education," says S. Paul Reville, executive vice president of the Alliance for Education in Worcester, Mass., a public-education foundation.

"Basically, the view was that the tax levy takes care of public education, and the purpose of private philanthropy is to take care of those institutions that don't draw on tax funds," he notes. "But in recent years, I think there's been an increasing awareness that we all have a stake in the school system."

Although many corporate leaders stress that public education should be funded primarily through the tax base, their heightened interest in school reform has led to a little-anticipated dividend: corporations speaking out for tax hikes.

"I think that corporations and corporate leaders are faced with the reality that they're increasingly going to have to call for greater public-sector expenditures for education," says Mr. Goldberg of Primerica. "There's a changing mindset."

That change was highlighted last March, when some of the nation's top corporate executives traveled to Washington to lobby for more money for remedial education, Head Start, and other federal education programs.


a foundation goes to school
Alliance for Education
Middle-Grades School Recognition Project
Philanthropy and Public Schools: One Foundation's Evolving Perspective

But despite such positive signs, Mr. Reville notes, finding private dollars for public schools is "still not an easy sell."

Looking for 'Impact'

Particularly because of federal budget cuts, he states, "local foundations and corporations are being hit up by a wide array of human-service causes, many of which would never have approached them 10 years ago. Education is one more cause they're being asked to address."

"It is still very difficult for public schools or public-education projects to get funding," agrees the educational researcher John I. Goodlad, author of *A Place Called School.*

"The resources are badly spread around," he says, and foundations interested in precollege initiatives remain "very few in number and very hard pressed."

Partly as a result, foundations are searching for ways to stretch limited dollars, piggyback programs onto existing reform efforts, and stimulate more lasting changes.

"The days of the big-dollar grants for a 6- or 12-month program with demonstrated results at the end of a short term are over," says Thomas Payzant, superintendent of the San Diego Public Schools.

In general, experts say, foundations are less willing to provide money on request for ancillary programs and more interested in using their grants to influence the core educational mission of the schools.

"There is a concern with finding ways to use money other than in a peripheral way," says Leonard Lund, a senior research associate with the Conference Board in New York City.

"You used to consider that if you gave money to outfit the band or athletic team, you were making a major contribution," he says, "but in the long run that didn't have much of an impact on the learning aspect. Now, there is a concern with spending money that will impact on instruction."

"Increasingly, I sense a willingness among corporations to engage in the broader discussion," says Mr. Goldberg. "How do we improve the school system? How do we enable the school system to better serve all kids?"

Adopt-a-school programs and school-business partnerships may have been a necessary precursor to such efforts, he says.

In a similar way, Ms. Frazier notes, community foundations are "re-evaluating how they might either use their funds or their staffing differently in relation to improving education."

In the past, she explains, such foundations have provided mini-grants for teachers, principals, and students. Or they have used their funds to provide materials and supplies for particular school programs during economic crunches.

Now, she says, they are beginning to explore their roles as catalysts for change and as convenors of all the community groups with a stake in the school system. The Council on Foundations has received a $70,000 grant from the Primerica Foundation to stimulate such efforts.

In Pittsburgh, notes David Bergholz, president of the Public Education Fund, local foundations "are heavily involved in basic reform issues—major writing programs in the system, teacher retraining, at-risk kids, teen-age pregnancy—the whole range of issues that they wouldn't have touched with a 10-foot pole 10 years ago."

The "more sophisticated foundations," he adds, have also "learned to be pretty careful about not getting trapped into those areas of programs that are best paid for publicly."

"Do you pay for the release time of teachers?" he asks. "A few years ago, lots of people would just have rolled over and played dead, and assumed that was something [foundations] should do."

'More Aggressive'

As foundation officials become more involved in the schools, however, they are also becoming less willing to sit back and let school officials tell them what to fund.

"Foundations understand the issues better and therefore have a point of view," says Mr. Bergholz. "Increasingly, they are coming to

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the table saying, 'This is what I'd like to be involved in.' "

"We've become more aggressive in finding opportunities in education, rather than just reacting to opportunities that were brought to us," agrees Thomas W. Lambeth, executive director of the Z. Smith Reynolds Foundation in Winston-Salem, N.C.

Two years ago, the foundation was instrumental in creating the Public School Forum of North Carolina, a nonprofit organization that enables teachers, administrators, parents, and others to engage in long-range planning for the state's school system.

"It is still very difficult for public schools or public-education projects to get funding. The resources are badly spread around," and foundations interested in precollegiate issues remain "very few in number and very hard pressed."

— John I. Goodlad

"Three or four years ago, you would not have found this foundation doing that," says Mr. Lambeth.

Some foundation officials also say they are relying more on "invitational" grantsmaking and are spending more time with applicants during the planning process, in order to help direct projects. Although such techniques have commonly been used by large private foundations, they are now becoming more widespread.

"There's a lot more receptivity to the 'short idea' or 'concept' paper, and much more give-and-take," says Mr. Payzant of San Diego, "rather than a formal request for proposals and a voluminous written document that competes with many others."

In addition, foundation officials say they are spending more time "in the field," due, in part, to what they characterize as a changing ethos within philanthropic organizations.

"The standard for credibility now is that you have a little dirt under your fingernails," says Peter Gerber, director of the education program for the MacArthur Foundation. "You have to have seen it. The personal experience is more valued. As you want to take more initiative, your credibility depends on knowing what's doing. And knowing it only through paper and reports isn't sufficient."

Third Parties

A growing number of communities have also created private foundations to stimulate grants and local contributions to public education.

These foundations—which are technically independent of the school system—have provided a new entrée into the schools for private interests.

Although there are no national statistics on the number of school districts that have such foundations, experts estimate there are more than 2,000 nationwide.

Such "brokering agencies," says Alberta B. Arthurs, director for arts and humanities at the Rockefeller Foundation, can "often move with greater rapidity and reach the individuals who can make a difference more quickly than can the bureaucracy itself."

"It's an advantage to have an organization with flexibility and dexterity helping the system identify ways of improving," she notes.

Adds Michael S. Joyce, executive director of the Bradley Foundation in Milwaukee: "Many foundations are reluctant simply to take their money and put it directly into the public-school system—particularly, when the issue or the project is framed by the people in the system. I think there's a tendency to look outside . . . to introduce incentives and that kind of thing."

Where such third parties exist, experts note, local community, family, and corporate foundations may be more willing to give money to the schools, because they perceive the money will be better spent.

'It's a Long Wait'

The burgeoning interest in schools, however, is also highlighting some of the recurring dilemmas in the foundation-grantee relationship.

For example, knowing where to jump into the public-school system—particularly, in large urban areas—can be difficult.

"You're dealing with large entrenched public bureaucracies, not all of which are equally amenable to change," says Mr. Goldberg of Primerica. "In some cases, you need major improvements in the system, but corporations have only a minor capability to yield those changes."

In addition, changing schools is an extremely slow process that many foundation officials and their boards find frustrating.

"It takes a long time to see visible outcomes," says Ms. Leonard from the Council on Foundations. "You put some money into early-childhood programs, and you don't see the results for the next 11 years. For a board that's looking for impact, it's a long wait."

"Hyped-up expectations," adds Mr. Gerber of MacArthur, can frustrate foundations that are "either looking for the golden bullet, on the one hand, or thinking that good ideas can be disseminated and adopted like a prairie fire running across the country, on the other."

"Very few foundations want to focus on the 'bridge concept'—on how to move research into the classroom where it can be used by teachers and principals," says Samuel G. Sava, an educator who spent 15 years as a foundation officer.

"I think most foundations want to undertake experimental projects," says Mr. Sava, now executive director of the National Association of Elementary School Principals. "They want to try a new method of instruction, for example, and once they achieve that goal, the assumption is, 'Now that we have a new mousetrap, people will run to use it.' Unfortunately, it doesn't happen."

Evaluation

Foundations also have trouble evaluating their efforts to change school systems.

Sometimes, the difficulty stems from the poor quality of school data or from hard-to-measure objectives. But it is also a problem endemic to the philanthropic world.

"As a staff person, there's never enough time for me to spend on follow-up," says Nelvia M. Brady, a senior staff associate with the Chicago Community Trust. "Just naturally, the priorities are what's coming in and not what's been completed."

The lack of ongoing evaluation, says Mr. Bergholz of Pittsburgh, means that foundations "don't get the kind of feedback that says, 'Look, let's get off this bandwagon. It's not going anywhere. Let's try something else.'"

Another Fad?

As more foundations begin to tackle problems deeply embedded in school systems, observers are also worried about their staying power.

"The only set of institutions that are probably more fad-driven than school systems are foundations," says Mr. Bergholz.

Mr. Goodlad agrees: "I think [foundations] get uneasy too soon about their areas of support and start re-examining what they're doing too soon."

"Again and again, I get a proposal in only to hear that they're rethinking their priorities," he says. "That's important, but it can be very disruptive."

Corporate mergers are also exacerbating instability in the foundation world, says Peggy Funkhouser, executive director of the Los Angeles Educational Partnership, a public-education foundation.

"With changing personnel and changing leadership, getting anybody at a foundation to stay with anything long enough—including board members—is a problem," she says.

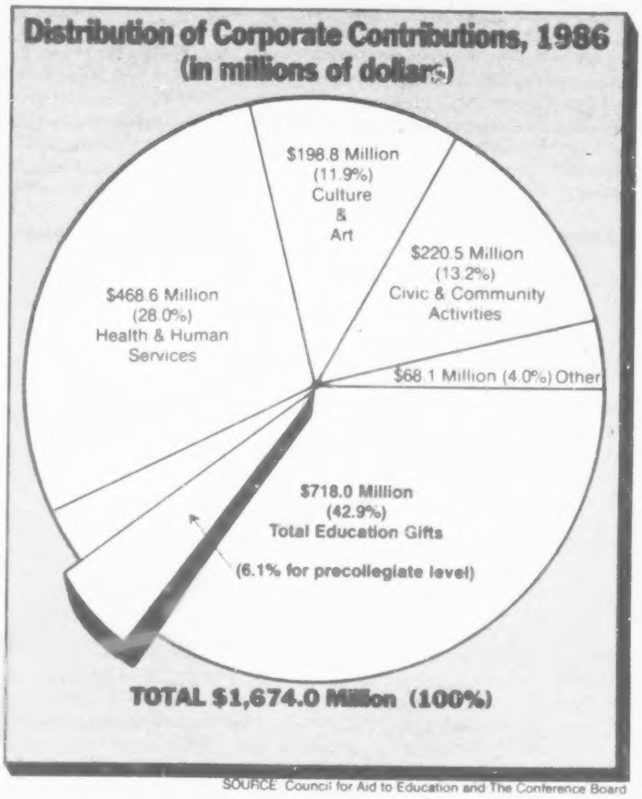
"As people in corporations change rapidly, and that's been happening a lot, . . . it has the potential to be devastating."

'Don't Have the Luxury'

In addition, most observers note, it may still be difficult to get the majority of corporate and family foundations to shift their grantsmaking programs in education.

Although some foundations are systematically trying to intervene in the public schools, Mr. Goodlad says, "there are a lot of little family foundations kicking around yet" that distribute their money based on the individual interests of family members.

Many family foundations "have some pretty well-defined priorities or recipients," adds Mr. Murrah of the Lyndhurst Foundation, "and those historically have not been public schools."



SOURCE: Council for Aid to Education and The Conference Board

Corporations may also be reluctant to move away from adopt-a-school programs and short-term projects toward more substantive agendas, "because a lot of them have experienced success in the short term," says Patricia Willis, executive director of the BellSouth Foundation, particularly, she notes, "from the standpoint of good public relations."

"Most companies have field people that conduct their education-relations programs," she says, "and there is neither the corporate need nor the responsibility to get immersed in education issues. People are out in the field to do the business of the corporations. They don't have the luxury I do, frankly, of really immersing myself in the issues."

'Opportunity' in Reform Era

Despite such drawbacks, many observers suggest that the climate is ripe for foundations and schools to move toward more mutually satisfactory arrangements.

The mandate for school reform, says Mr. Gerber of the MacArthur Foundation, "has provided an opportunity for the kind of innovation and newness which appeals to foundations."

And it has opened up new avenues for philanthropists to be "more involved with the substantive improvement that is sought by the schools," he says.

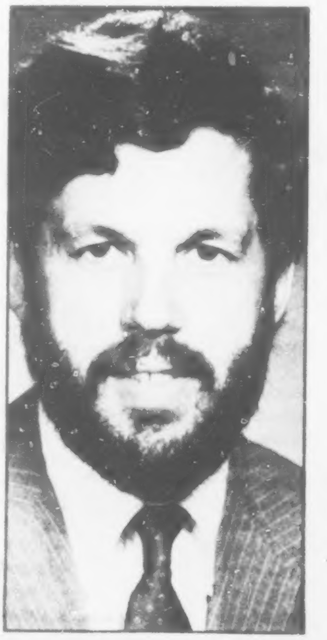
Public education has "really become a major area of corporate and foundation interest in recent years," agrees Robert Payton, a scholar-in-residence in philanthropic studies at the University of Virginia and former head of the Exxon Education Foundation.

"There's a lot to be pleased about," he says. "I think the principal caution is that we don't yet know what is going to work. There's a tendency for us to put a lot of energy into something like this and then lose interest and turn to something else. And if we don't stay with this one longer, these various initiatives won't survive."

Next Week: A look at several foundations that have launched ambitious efforts to reorient their grantsmaking strategies away from specific projects and toward whole schools, school districts, or communities.

"Ten years ago, I think it would have been very difficult to get local foundations to consider giving to public education. . . . But in recent years, there's been an increasing awareness that we all have a stake in the school system."

— S. Paul Reville



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EDUCATION WEEK

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Georgia To Test Kindergartners For Promotion

Statewide Mandate Is Nation's First

By Deborah L. Gold

Georgia will become the first state in the nation to require all school districts to consider kindergartners' scores on a standardized test in deciding whether to promote them to the 1st grade, under a new policy set by the State Board of Education.

Pupil scores on the California Achievement Test will be only one of several factors used in reaching promotion decisions. Nevertheless, the board's action has drawn fire from leading early-childhood-education experts, who argue that testing at such an early age is inappropriate and frequently counterproductive.

Some school districts elsewhere—most notably, the Minneapolis Public Schools—have approved testing requirements for promotion to 1st grade. But prior to the Georgia board's decision, no state had

Continued on Page 15

Werner Rogers

Teacher-Training Enrollment Surging Upward, Poll Finds

By Blake Rodman

New Orleans—Preliminary data from a new national survey of teacher-training programs show a startling enrollment upswing, researchers said at a meeting here.

The findings are among the first to confirm what a number of education-school officials have been asserting for some time: that the number of students preparing for initial certification to teach is on the rise after years of decline.

The number of students at four-year colleges preparing to be teachers jumped 13.5 percent between 1985 and 1986, according to the survey of teacher-training institutions.

And although data from colleges and universities with graduate programs has yet to be fully analyzed, enrollments in their teacher-training programs—which produce the majority of the nation's new teachers—appear to have risen at a similar, if not greater, rate, according to a researcher on the survey.

Those enrollments "may be up as much as 20 percent," said Richard I. Arends, chairman of the department of curriculum and instruction at the University of Maryland at College Park. Mr. Arends is analyzing the enrollment data for the six-member research team that conducted the survey.

Between 1985 and 1986, he said, the average number of students enrolled in teacher-preparation programs at four-year colleges rose from 214 to 243.

The enrollment data and other survey findings were made public here at the annual meeting of the American Association of Colleges for Teacher Education.

Mr. Arends said a detailed analysis of enrollment trends will be presented at the meeting of the American Educational Research Association in early April.

The survey involved 1986 data gathered from 76 representative institutions over the past year by AACTE's committee on research and information. It is the second of what AACTE says will be annual surveys of its member institutions. The colleges and uni-

Continued on Page 26

NAEP Releases Delayed Report On Reading Test

But Due to 'Anomaly,' Avoids Comparisons

By Robert Rothman

The "anomaly" that produced a bafflingly steep drop in some scores on the National Assessment of Educational Progress's 1986 reading test stemmed from a technical flaw in NAEP's comparative analysis, officials said last week in [illegible] report on the test.

The report, [illegible] by more than five months while [illegible] investigated why the results seemed [illegible] a huge drop in reading performance among 9- and 17-year-olds between 1984 and 1986—reflects the problem caused by the anomaly, NAEP officials acknowledged.

Rather than compare performance over time, the report examines only factors that relate to students' reading achievement on the 1986 test, which tested the reading

Continued on Page 22

Donors Seek Deeper, More Lasting Results From Gifts

Part I of this series examined the rising foundation interest in precollegiate public education. Part II reports on ambitious new foundation initiatives that seek to do much more than simply "help."

By Lynn Olson

This month, the Annie E. Casey Foundation is expected to select five cities for grants of approximately $10 million each to reduce the number of school dropouts, teenage parents, and unemployed youths.

Known as "New Futures," the $50-million program is designed to reshape the way institutions serve disadvantaged children through collaborative citywide efforts.

Although it is by far the most ambitious, the Casey Foundation's project is one of a handful of philanthropic initiatives nationwide that are intended to address the systemic problems of schools and communities.

Second of Two Parts

Instead of making specific project or categorical grants, these foundations are aiming their efforts at sweeping organizational change.

The hope is that such initiatives will lead to deeper and more lasting school reform than previous philanthropic efforts. To support that goal, foundations are committing sizable sums of money, often over long periods of time.

For example:

- The Casey Foundation's "New Futures" program is a five-year initiative. The selected cities must agree to match the foundation's grant with an equal amount—75 percent of which can be redirected from other sources, and 25 percent of which must be

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Also in the news

5 **5th Annual 'Wall Chart' Cause for Bennett Critique**

The "dead stall" in test-score improvements is proof, the Secretary says, that record spending on education has not always been wisely directed.

11 **Governance, Cost Issues Take Unusual Turns in 2 States**

In Nebraska, a call to eliminate the state board of education; in Massachusetts, a rethinking of the state's high-priced special-education system.

16 **Child Care Is Ascendant In Election-Year Politics**

In Washington last week, everyone from the President to Phyllis Schlafly was holding forth on the issue, as the governors came to town.

Cashing In on School

Money Is the New Motivator

By Ellen Flax

Every other Friday, 77 potential dropouts in Little Silver, N.J., receive a check for $50 from their high school.

To earn the money, they simply do what most of their classmates are expected to do without being paid: come to school, arrive on time, complete their homework, and behave properly.

"What we're doing," says Robert M. Nogueira, principal of Little Silver's Red Bank Regional High School, 'is putting out an incentive for those kids for whom the normal incentives don't work."

The New Jersey town is not alone in concluding that money may be a stronger incentive than abstract satisfactions in the struggle against intractable school problems.

Little Silver is using funds from the federal job-training program to convince at-risk students to stay in school.

But in a growing number of other communities, corporate gifts and payments from foundation grants are providing the motivational push that once might have come from the prom-

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Students at a Louisville, Ky., school earn a "paycheck" each week that can be redeemed at a K-Mart on school grounds.

IN SUMMARY

A Setback for Fundamentalists
In a new legal setback for fundamentalist Christian parents, the U.S. Supreme Court has turned down an appeal in the closely watched Hawkins County, Tenn., reading-textbook case. **Page 7.**

A Threat to School Quality
A combination of surging enrollments and legally mandated "resource restraints" is endangering efforts to boost the quality of education in California, a new report warns. **Page 8.**

Impossible Deadline?
Many public and private schools will find it all but impossible to meet the first deadline imposed under a tough new law on hazardous asbestos, experts tracking the issue contend. **Page 9.**

Furor in Kentucky
Gov. Wallace G. Wilkinson of Kentucky has drawn fire for his proposed education budget, which critics charge would sacrifice recent reforms to pay for new initiatives. **Page 11.**

Scrutiny in Massachusetts
Top officials in Massachusetts, facing fiscal constraints resulting from Proposition 2½, are undertaking a reexamination of the state's ambitious system of special education. **Page 12.**

Update on Special Education
The number of students enrolled in special-education programs nationwide showed a small but sudden jump in 1986-87, according to statistics contained in a forthcoming federal study. **Page 17.**

Plans for Federal Research
The Education Department is proceeding with several major new research initiatives, despite what officials say is inadequate Congressional funding for such efforts. **Page 20.**

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ACROSS THE NATION

NATIONAL

Parents' Poll: Yes to AIDS Courses, No to Boycotts Over the Disease

A new national poll assessing parents' views about AIDS suggests that most would send their children to school with another child who has the disease.

The survey by Louis Harris and Associates, published this month in *Children* magazine, found that 66 percent of the parents interviewed would continue sending their child to school if a classmate was diagnosed as having AIDS. Only 21 percent favored removing their child from class in that situation.

More than half of those surveyed—56 percent—said school officials should inform the community if a student has AIDS; 39 percent favored keeping the student's name and condition confidential.

The overwhelming majority of those questioned—94 percent—said school officials should take special steps to educate teachers and students about the disease—even if no student is suspected of carrying it.

The nationwide poll of 411 parents was conducted for the magazine in October.

STATES

N.C. Officials Claim Union Is Trying To Kill Career Ladder

North Carolina education officials have charged that the National Education Association and its state affiliate are trying to gather ammunition to kill the state's career-ladder program for teachers.

But officials at the North Carolina Association of Educators, the N.E.A. affiliate, say the charges are untrue, and that the union continues to support the 2½-year-old program, which is being tested in 16 districts.

The accusations stem from statements contained in a letter to the state organization from a national union official who is helping the affiliate develop a survey to assess teachers' attitudes on the career-ladder program.

The letter states, for example, that "a good rule of thumb for reviewing [the survey] questions, is 'will I get any information that will allow the N.C.A.E. to get some evidence to modify or kill the evaluation system.' "

David Holdzkom, director of personnel relations for the state department of public instruction, said last week that he and other officials were troubled that the letter encouraged the affiliate to look for ways to attack, rather than improve, the plan.

"The underlying attitude that surfaces in this letter is that the N.E.A., and by implication the N.C.A.E., are more interested in killing and challenging the program than in working to see it improved," he said.

"We have expressed concerns, and will continue to express our concerns, about pieces of of the program," said Karen D. Garr, president of the N.C.A.E. "But we are not attempting to kill the career-ladder pilot. We support the pilot's running its full course."

She added, however, that it was too early to tell whether the union would recommend statewide adoption. "We will have to wait to see what our members want to do at the end of the pilot period," she said.

Report on Arkansas Reforms Shows Gains and 'Disappointment'

School-reform efforts in Arkansas have yielded mixed results, according to an interim report from a three-year study by the Winthrop Rockefeller Foundation.

The report, which details the second-year results of the $250,000 study, says the general perception among school officials and others involved is that reform has meant improvements in staff development and training, teacher involvement in decision-making, communication with parents, and student counseling.

But data from 75 school districts also show, it says, substantial increases in special-education placements and grade-retention rates, a decline in public support for the reforms, and "universal disappointment in the inadequacy of fiscal support" to implement them.

The study is based on a survey of 1,200 parents, school administrators, teachers, community leaders, and elected officials, conducted in the spring of 1986 and 1987. A final report will be issued at the end of this year.

The interim report may be obtained free from the Winthrop Rockefeller Foundation, 308 E. Eighth St., Little Rock, Ark., 72202.

■ **An association of small school systems in Tennessee has voted to sue the state** over the way it distributes aid.

Leaders of the Tennessee Small Counties Systems also voted last month to hire a former state finance commissioner, Lewis Donelson, to represent the group in the legal action. The suit is expected to be filed in a few months.

Wayne Qualls, superintendent of Hickman County schools and a member of the organization's board, said the purpose of the suit was to "force the state's hand" in devising a school-finance formula that is more equitable for smaller districts.

State education officials said last week that the department would issue by next fall a study of ways to revise the formula.

■ **Newly adopted admissions standards for Washington State's public universities** will require high-school students to take more academic courses, have better grades, and score higher on entrance examinations.

The admission policy, approved by the Higher Education Coordinating Board last month, will be phased in over four years. State universities currently set their own standards.

Among the new requirements are: a high-school grade-point average of at least 2.5; a score above a specified level on an entrance examination; and a high-school course load of at least four years of English, three years of mathematics and social studies, two years of science and a foreign language, and one year of an academic elective.

DISTRICTS

Career-Ladder Proposal Sparks Teachers' Strike in Cleveland

The Cleveland Public Schools were closed by a strike late last week after contract negotiations failed to resolve differences between the school board and the 5,700-member Cleveland Teachers Union.

An extra day of negotiations during a snowstorm that closed the schools on the strike deadline failed to resolve the impasses between the union and the board, which center on salaries and the board's proposal to implement a career ladder.

On the snow day, the board offered to make the career ladder voluntary, rather than mandatory, according to a board spokesman.

A C.T.U. official said the union remains concerned about the structure of the career ladder, including the number of extra hours and days that participants would be required to work, and about safeguards for teachers who opt not to participate.

Cleveland's teachers, classroom aides, and guidance staff have been working without a contract since last September.

The strike forced 72,639 students to stay home. The board of education plans to begin holding classes for graduating seniors this week at four sites, using principals and other certified administrators.

Ruling in Fort Worth Case Allows End to Mandatory Busing

A federal judge has ruled that the Fort Worth school system may dismantle the remaining components of its mandatory busing plan by next September, ending 17 years of forced busing in the district.

U.S. District Judge Eldon Mahon last month acceded to the district's request for an end to mandatory busing, saying that "the disadvantage and inconvenience posed by this limited remedial measure outweigh its benefits, if any."

The busing plan currently affects only about 1,200 pupils in the 2nd and 3rd grades, out of a districtwide enrollment of almost 67,000 students. Mandatory busing for students in other grades was discontinued in 1983.

The Fort Worth Chapter of the N.A.A.C.P. said it would appeal the decision to the U.S. Court of Appeals for the 5th Circuit. A negotiated settlement between minority plaintiffs and the school board, which would have replaced busing with remedial programs for low-achieving students, fell through shortly before a December hearing on the district's request for an end to busing.

The ruling last month does not affect other parts of the desegregation plan, which include magnet schools, majority-to-minority transfers, and a change in school-board election procedures.

■ **Officials in Anchorage are supporting plans by local Japanese business leaders to build a boarding school** that would enroll both the children of Japanese nationals working in Alaska and children from Japan.

The school would be sponsored and supported by a Japanese university.

Last month, Keio University of Tokyo announced that it would open the first Japanese high school in the United States, to be located on the campus of Manhattanville College at Purchase, N.Y.

Anchorage officials said last week that the Japanese had not yet found a sponsor or site for the high school.

They said, however, that the city may donate municipal land near one of its two

Bennett: Test Gains at 'Dead Stall'

By Reagan Walker

WASHINGTON—Secretary of Education William J. Bennett last week pronounced the state of progress in student test scores "a dead stall," and said that record spending on education has "not yet given the results our children deserve."

In what has become an annual media event—the presentation of the department's "wall chart" of educational indicators by state—Mr. Bennett took swipes at the field's bureaucratic "blob," renewed his call for a more rigorous core curriculum, and made a pitch for parental choice, autonomy and accountability for schools, and performance-based incentives for teachers.

Wall Chart on pages 18-19.

The Secretary also repeated his charge that the education-reform movement is in danger of being "hijacked" by special interests.

"Recent evidence from around the nation confirms many of my fears," he said. "We need to renew the pressure for reform."

Of the statistics represented in the wall chart, he said: "We're paying top dollar to educate our children, but we're sure not getting top return."

The wall chart has been criticized since its initiation in 1984 for attempting to draw comparisons between states with noncomparable data. It profiles such areas as college-entrance-examination scores, high-school graduation rates, teacher salaries, pupil-teacher ratios, and education spending.

This year's edition includes for the first time a new indicator showing the proportion of education spending that goes to pay teachers.

Speaking at a press conference that drew dozens of television cameras and more than 100 reporters, Mr. Bennett noted that "in no state do teachers' salaries make up even half of spending."

"Some of this [remaining] money is doubtless well spent," he said, "but too much of it goes to what I call 'the blob.' Spending more on education won't improve results if all we're doing is feeding educational bureaucracies."

The Secretary said, however, that he "took some comfort in the fact that' the education-reform movement is alive and responsible for important changes now taking place in many states."

"Clearly, some of the best reforms simply are not showing their dividends yet," he said.

When asked whether his admonition to "shrink the blob" of bureaucracy meant he was encouraging the defeat of local school levies, he said that would depend on the district involved.

"If I lived in certain parts of Chicago, and was asked for more money, I would say 'take a hike,' " Mr. Bennett said. "But if I lived in certain areas of Cleveland, I probably would support the investment."

Bruce Katz

Secretary Bennett at press conference on department's "wall chart."

Minority Gains Noted

Though national average scores on the Scholastic Aptitude Test remained unchanged in 1987, with scores on the American College Testing Program exam dropping slightly, Mr. Bennett noted that a greater proportion of students took the college-entrance exams and Advanced Placement tests than ever before.

"This means we have more potential college freshmen, and more students with advanced levels of preparation," he said. "It also means that we are succeeding in keeping scores level despite a larger pool of test-takers." He was especially encouraged, he said, by gains recorded for poor, black, and Hispanic students.

In the Advanced Placement exams, minority participation has grown by 78 percent since 1984, he noted, roughly doubling the increase among white students.

More minorities are also taking the A.C.T. and the S.A.T. exams, he said, and their scores are climbing—a fact he attributed to improved academic preparation.

"We should note that among all students, those completing a core academic curriculum averaged almost 4 points higher on the A.C.T. and 49 points higher on the S.A.T.," said the Secretary.

But in the area of graduation rates, he said, "we can and should do much better."

The national average for 1986, the latest year for which figures are available, is down slightly from the 71.7 percent recorded in 1985—to 71.5 percent. But Mr. Bennett said that "the trend line on this measure has shown improvement" from the 1982 figure of 69.5 percent.

'Sensible and Needed' Reforms

The Secretary referred to a poll of school administrators released this year that showed wide discrepancies between their attitudes toward the progress of reform efforts and those of the general public.

"This year's wall chart suggests that the education establishment has not adequately faced up to the challenge before us," he said, "a challenge seen clearly by the public."

Currently, only eight states offer programs that reward teachers and administrators based upon how well their students perform, he noted, encouraging other states to consider such incentives.

He also encourged alternative routes to teaching, citing the success of New Jersey's program.

There are now 31 states with some form of alternative certification, he said, including five that emphasize teacher internships or apprenticeships. The Secretary also urged the adoption of minimum-competency examinations for teachers. Forty-three states now require such exams for entering teachers, he said, an increase of nine since last year. Three states require current teachers to pass examinations.

"But there is still too much resistance to sensible and needed reform," he said, "to accountability measures to increased parental choice, to performance incentives, and to rewarding success and intervening where there is persistent failure."

"Public patience is wearing thin," he suggested.

Improved Chart Planned

Acknowledging criticism that using A.C.T. and S.A.T. scores is not a fair or representative way to measure student success," Mr. Bennett said the proposed expansion of the National Assessment of Educational Progress could provide a better "report card" in the future.

The department has suggested that NAEP be expanded to provide for state-by-state comparisons.

"The wall chart of the future will make this easier, by containing far more data than we have today concerning educational outcomes—by state, by grade, and by subject," Mr. Bennett said.

Other wall-chart findings:

- Average teacher salaries rose by more than $7,000 between 1982 and 1987, from $19,274 to $26,551, a gain of approximately 38 percent.
- The average teacher-pupil ratio declined steadily from 18.9 pupils per teacher in 1982 to 17.8 pupils per teacher in 1987.
- In 1986, the average per-pupil expenditure was $3,752, up $1,026 from 1982.
- In 1986, federal funds made up 6.7 percent of total school revenues; in 1982 they represented 7.4 percent.
- Twelve states require minimum-competency testing for grade-level promotions.
- Twenty-four states have planned or implemented minimum-competency testing for graduation.
- Seven states have adopted policies or passed legislation enabling the state to intervene in the management of "academically bankrupt" schools or school districts.

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STUDENT PERFORMANCE, RESOURCE INPUTS,

STATE	RANK[2]	STUDENT PERFORMANCE																		
		ACT[1] (28 STATES)							SAT[1] (22 STATES)							ADVANCED PLACEMENT CANDIDATES AS PERCENT OF GRADUATES		GRADUATION RATE ADJUSTED FOR MIGRATION AND UNCLASSIFIED STUDENTS[11]		PRESIDENT'S CHALLENGE: GAINS NEEDED TO MEET GOAL OF 90% BY 1990[12]
		1987 SCORE[3]	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[4] 1987	PERCENT OF TOTAL SCORING 26 AND ABOVE[5] 1987	1982 SCORE	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[6] 1982	SCORE CHANGE 1982-1987	ACT TEST SCORE IMPROVEMENT NEEDED TO MEET PRESIDENT'S 1990 CHALLENGE[7]	1987 SCORE	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[4] 1987	PERCENT OF TOTAL SCORING 600 OR ABOVE ON EITHER VERBAL/MATH[8] 1987	1982 SCORE	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[6] 1982	SCORE CHANGE 1982-1987	SAT TEST SCORE IMPROVEMENT NEEDED TO MEET PRESIDENT'S 1990 CHALLENGE[7]	1987[9]	1982[10]	1986	1982	
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)
ALABAMA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—							[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
ALASKA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
ARIZONA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
ARKANSAS	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
CALIFORNIA	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
COLORADO	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
CONNECTICUT	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
DELAWARE	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
DIST. OF COLUMBIA	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
FLORIDA	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
GEORGIA	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
HAWAII	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
IDAHO	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
ILLINOIS	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
INDIANA	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
IOWA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
KANSAS	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
KENTUCKY	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
LOUISIANA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MAINE	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MARYLAND	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MASSACHUSETTS	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MICHIGAN	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MINNESOTA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MISSISSIPPI	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MISSOURI	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MONTANA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
NEBRASKA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
NEVADA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
NEW HAMPSHIRE	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
NEW JERSEY	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
NEW MEXICO	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
NEW YORK	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
NORTH CAROLINA	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
NORTH DAKOTA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
OHIO	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
OKLAHOMA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
OREGON	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
PENNSYLVANIA	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
RHODE ISLAND	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
SOUTH CAROLINA	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
SOUTH DAKOTA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
TENNESSEE	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
TEXAS	NUMBER RANK								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
UTAH	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]								[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
VERMONT	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
VIRGINIA	NUMBER RANK	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
WASHINGTON	NUMBER RANK	[illegible]	—	—	[illegible]	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
WEST VIRGINIA	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
WISCONSIN	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
WYOMING	NUMBER RANK	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—	—	—	—	—	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
U.S. AVERAGE	NUMBER	[illegible]		[illegible]	[illegible]		[illegible]	[illegible]	[illegible]		[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

FOOTNOTES

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1 Each State's score is shown in the column that designates either the American College Testing program (ACT) or the Scholastic Aptitude Test (SAT) taken by most college-bound high school students in the State.

2 Rankings are explained in the following list. A "T" designates a tie.

Column 1	From highest (1) to lowest (28) ACT score
Column 2	From highest (1) to lowest (28) percentage
Column 3	From highest (1) to lowest (28) percentage
Column 4	From highest (1) to lowest (28) ACT score
Column 5	From highest (1) to lowest (28) percentage
Column [illegible]	From largest increase (1) to largest decrease (28) in scores between 1982 and 1987
Column 8	From highest (1) to lowest (22) SAT score
Column 9	From highest (1) to lowest (22) percentage
Column 10	From highest (1) to lowest (22) percentage
Column 11	From highest (1) to lowest (22) SAT score
Column 12	From highest (1) to lowest (22) percentage
Column 13	From largest increase (1) to largest decrease (22) in scores between 1982 and 1987
Columns 15 & 16	From highest (1) to lowest (51) Advanced Placement rate
Columns 17 & 18	From highest (1) to lowest (51) graduation rate
Columns 20 & 21	From highest (1) to lowest (51) salary
Columns 22 & 23	From smallest (1) to largest (51) ratio
Columns 24 & 25	From smallest (1) to largest (51) ratio
Columns 26 & 27	From highest (1) to lowest (51) percentage
Columns 28 & 29	From highest (1) to lowest (51) expenditure
Columns 30 & 31	From highest (1) to lowest (51) percentage
Columns 32 & 33	From highest (1) to lowest (51) expenditure rate
Column 39	From highest (1) to lowest (51) income
Column 40	From highest (1) to lowest (51) rate
Column 41	From highest (1) to lowest (51) percentage
Column 42	From highest (1) to lowest (51) percentage

3 ACT scores and the percentages of graduates taking the exam may not be strictly comparable between 1987 and 1982. The 1987 scores and number of test takers represent data for students who took the ACT exam as seniors, and for those who took the test as juniors but did not take it again when they were seniors. The 1982 scores and numbers of test takers included all test takers.

4 The 1987 estimated percentage of high school graduates taking the ACT or SAT was calculated by dividing the number of 1987 ACT or SAT test takers by the number of 1986 public and 1980 private high school graduates. The number of 1987 high school graduates was not available, and nor were later data on private school graduates.

5 The 1987 percentage of ACT test-takers scoring 26 and above was calculated by dividing the number of students scoring 26 and above by the total number of ACT test-takers.

6 The 1982 estimated percentage of high school graduates taking the ACT or SAT was calculated by dividing the number of 1982 ACT or SAT test takers by the number of 1982 public and 1980 private high school graduates.

7 The President's 1990 test score challenge is to regain by 1990 at least half the test score losses since the 1960s. Since the national 1972 SAT score is about halfway between national SAT scores in 1963 and 1984 when the challenge was first issued, 1972 test scores were used as the 1990 test score improvement goal.

8 The percent of SAT test-takers scoring 600 or above on the verbal and math test components was calculated as the percent of all test takers scoring 600 or above on each component. Data showing those scoring 600 or more on both test components are not available. The ranking is based on the sum of the percent of the verbal and math test-takers scoring 600 or above.

9 The 1987 advanced placement candidates as a percentage of graduates was calculated by dividing the total number of 1987 advanced placement candidates by the number of 1986 public high school graduates and 1980 private school graduates. The number of 1987 public high school graduates was not available, nor were later data on private school graduates.

10 The 1982 advanced placement candidates as a percentage of graduates was calculated by dividing the total number of 1982 advanced placement candidates by the number of 1982 public high school graduates and 1980 private school graduates.

11 Graduation rates are for public schools only because recent data on private high school graduates were not available by State. The adjusted graduation rate was calculated by dividing the number of public high school graduates by the public ninth grade enrollment four years earlier. Ninth grade enrollments include a prorated portion of the secondary school students who were unclassified by grade. Graduation rates were also corrected for interstate population migration. Information on the number of persons of graduating age receiving GEDs is not currently available.

12 The President's graduation rate goal is 90 percent.

13 Average annual salaries of all public school teachers.

14 The pupil/teacher ratio is the number of public elementary and secondary students divided by the number of public elementary and secondary full-time equivalent teachers. Vermont did not report any staffing data.

15 The pupil/staff ratio is the number of public elementary and secondary students divided by the number of public elementary and secondary full-time equivalent staff. The number of staff includes all professional and nonprofessional building and district level employees; it does not include personnel for contracted services (because this information is not available) or State-level education personnel. Texas, North Carolina, Nevada, Montana, Mississippi, and Connecticut underreport or do not include support staff. Vermont did not report any staffing data. The U.S. total has been adjusted for this underreporting.

16 Expenditures for classroom teachers as a percent of total current expenditures were calculated by multiplying the number of classroom teachers by average teacher salaries and dividing this figure by total current expenditures.

17 States classified as having minimum competency testing for grade level promotion and/or for graduation include those where either the State or local school districts have set standards. A dash indicates that the State does not have minimum competency testing for graduating classes, and/or for grade level promotion.

18 States classified under this category have policies to intervene in school districts where students are performing below specified State levels.

19 States classified as having student performance-based programs include those that have implemented programs, funded pilot or local programs, or established mechanisms for such programs as of December 1987.

20 States classified as offering alternative teacher certification have programs to attract qualified candidates into teaching by modifying traditional teacher training requirements. A dash indicates that the State does not offer alternative teacher certification. The types of certification indicated are

EDUCATION STATISTICS

STATE REFORMS, AND POPULATION CHARACTERISTICS, 1982 AND 1987

RESOURCE INPUTS														STATE REFORMS					POPULATION CHARACTERISTICS			
AVERAGE TEACHER SALARY		PUPIL/TEACHER RATIO		PUPIL/STAFF RATIO (TEACHERS AND OTHER EMPLOYEES)		FEDERAL FUNDS AS PERCENT OF SCHOOL REVENUES		CURRENT EXPENDITURES PER PUPIL		EXPENDITURES AS PCT. OF INCOME PER CAPITA		EXPENDITURES FOR CLASSROOM TEACHING AS A PERCENTAGE OF TOTAL CURRENT EXPENDITURES		MINIMUM COMPETENCY TESTING FOR GRADE PROMOTION AND FOR GRADUATION AND FIRST GRADUATING CLASS AFFECTED	STATE INTERVENTION IN ACADEMICALLY BANKRUPT DISTRICTS AND YEAR IMPLEMENTED	TEACHER INCENTIVES BASED ON STUDENT PERFORMANCE	ALTERNATIVE TEACHER CERTIFICATION OFFERED IN STATE	TEACHERS REQUIRED TO TAKE CERTIFICATION EXAM: ENTERING AND CURRENT TEACHERS	PER CAPITA INCOME 1986	PERCENT POVERTY AGES 5-17 1980	MINORITY PERCENT OF ENROLLMENT 1987	HANDICAPPED PERCENT OF ENROLLMENT 1987
ESTIMATED 1987	1982	1987	1982	1987	1982	1986	1982	1986	1982	1986	1982	1986	1982									
(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)	(29)	(30)	(31)	(32)	(33)	(34)	(35)	(36)	(37)	(38)	(39)	(40)	(41)	(42)

SOURCE: The U.S. Department of Education, Office of Planning, Budget and Evaluation, February 1988

Provisional = States provide this temporary certification to teachers who teach while concurrently completing State requirements for teacher certification (e.g., additional coursework, seminars, etc.)

Internship/apprenticeship = States provide this certification to candidates that meet minimum requirements (e.g., bachelor's degrees, and/or other subject area requirements). Teachers assist these interns, who at the end of a specified length of time, become certified.

21. This column indicates that an examination is required for new teacher and current teacher certification in each state. A dash indicates that the State does not have an examination provision for new or current teacher certification.

22. The number of handicapped students includes all handicapped students counted under both EHA-B (94-142) and Chapter 1 of ECIA (89-313).

23. Alabama, Arizona, Colorado, and Mississippi have recovered their ACT losses since 1972 (see Footnote 7 for explanation of 1990 test score challenges).

24. D.C., Georgia, and South Carolina have recovered their SAT losses since 1972 (see Footnote 7).

25. Washington State is neither an ACT or SAT State since it administers its own tests. Consequently, the percentage of ACT or SAT test-takers is low.

26. Alaska had a higher percentage of test-takers for SAT than ACT in 1987, however, it is reported as an ACT state in order to maintain comparability with 1982 scores and percent of high school graduates taking the test.

27. The number of staff and teachers for 1986 for Vermont were not available. However, last year's data were used in the calculation of the rankings to maintain comparable ranks of the states.

28. The number of 1986 public high school graduates for Massachusetts was obtained directly from the State Education Agency.

29. Federal funds data for 1986 for Virginia were not available. However, last year's data were used in the calculation of the rankings to maintain comparable ranks of the states.

YEAR AND SOURCES OF DATA, BY COLUMN:

Column 1	Individual State Education Agencies
Column 2	Individual State Education Agencies, Center for Education Statistics, Office of Educational Research and Improvement, U.S. Department of Education (CES), Digest of Education Statistics, 1986-87, CES, Unpublished Preliminary Data
Column 3	Individual State Education Agencies
Column 4	Individual State Education Agencies
Column 5	Individual State Education Agencies, CES, Digest of Education Statistics, 1986-87, CES, Unpublished Revised Data
Column 8	The College Board
Column 9	The College Board, Individual State Education Agencies, CES, Digest of Education Statistics, 1986-87, CES, Unpublished Preliminary Data
Column 10	The College Board
Column 11	The College Board
Column 12	The College Board, CES, Digest of Education Statistics, 1986-87, CES, Unpublished Revised Data
Column 15	The College Board, CES, Unpublished Preliminary Data
Column 16	The College Board, CES, Digest of Education Statistics, 1986-87
Column 17	CES, Unpublished Preliminary Data, U.S. Bureau of the Census, Provisional Unpublished Data, Individual State Education Agency
Column 18	CES, Unpublished Preliminary Data, U.S. Bureau of the Census, Unpublished Data,
Column 20	National Education Association, Research Division, Rankings of the States, 1987
Column 21	National Education Association, Research Division, Estimates of School Statistics data file
Column 22	CES, Unpublished Preliminary Data
Column 23	CES, Digest of Education Statistics, 1986-87
Column 24	CES, Unpublished Preliminary Data
Column 25	CES, Digest of Education Statistics, 1985-86
Column 26	CES, Unpublished Preliminary Data
Column 27	CES, Unpublished Revised Data
Column 28	CES, Unpublished Preliminary Data
Column 29	CES, Unpublished Revised Data
Column 30	CES, Unpublished Preliminary Data, U.S. Bureau of Economic Analysis, September 1987 Press Release
Column 31	CES, Unpublished Revised Data; U.S. Bureau of Economic Analysis, Survey of Current Business, August 1987, Table 1
Column 32	National Education Association, Research Division, Rankings of the States, 1987, CES, Unpublished Preliminary Data
Column 33	National Education Association, Research Division, Estimates of School Statistics, data file, CES, Unpublished Revised Data
Column 34	Education Commission of the States, Clearinghouse Notes, November 1985, Individual State Education Agencies
Column 35	Education Commission of the States, Clearinghouse Notes, November 1985, Individual State Education Agencies
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Note: All series have been updated using most recent data available. Minor variations in columns from previous charts may therefore occur.

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Georgia, N.E.A. Settle Suit on Teacher Testing

6-Year Alabama Suit Also Reaching an End

Blake Rodman

The state of Georgia and the Georgia affiliate of the National Education Association have settled a federal lawsuit the union filed almost two years ago to bar the state from using its teacher-testing program as a screening device for certification.

Under the terms of the settlement, Georgia may continue to use its Teacher Competency Tests as a requirement for initial certification and for the recertification of practicing teachers when their credentials come up for renewal.

In exchange, the state has promised to revise all of its subject-area tests by September 1991; provide a free study course for teachers who still have to pass the tests; and pay "study grants" of $6,000 to all teachers who last fall lost their certification, and thus their jobs, because they failed to pass the examinations.

Union officials said they expect the settlement to cost the state roughly $3 million. But state officials estimated that the tab will be less than that.

In 1985, Georgia lawmakers approved legislation requiring all teachers wishing to renew their credentials after July of last year to pass the subject-area test—a requirement for all new teachers in the state since 1978.

The Georgia Association of Educators—arguing that the testing program was racially biased and not a valid predictor of job performance—filed suit in U.S. District Court to block the test requirement.

At the time of the settlement, the case

Continued on Page 17

Philadelphia Agrees To Address Needs Of Asian Students

By William Snider

In a negotiated settlement that promises to end a two-year legal dispute, Philadelphia school officials have agreed to develop a plan to better meet the needs of Asian students who are not proficient in English.

The federal lawsuit filed in December 1985 on behalf of Philadelphia's 6,800 Asian students is believed by lawyers participating in the case to be the first class action filed against a school district on behalf of Asian students since the U.S. Supreme Court decided *Lau* v. *Nichols* in 1974.

The Court in that case ruled unanimously that the San Francisco Unified School District had to take action to address the language deficiencies of non-English-speaking students of Chinese ancestry.

The agreement reached in the Philadel-

Continued on Page 18

AP/Wide World Photos

President and Mrs. Reagan, being welcomed to White House drug conference by its chairman, Lois H. Herrington. Mrs. Reagan's speech attacked recreational drug users.

'Gravest Threat' to Private Schools Is Better Public Ones, Finn Warns

By Kirsten Goldberg

NEW YORK—Using unpublished national test data to bolster his case, Assistant Secretary of Education Chester E. Finn Jr. warned independent-school leaders here that the "gravest threat" they face is a reformed public-school system.

Citing his analysis of results from two 1986 assessments of student achievement, Mr. Finn said the gap between private- and public-school performance is very slight and could be closed by reform efforts.

"You need to improve faster than the public schools if you expect to continue to have people paying an average of $6,200 a year for day schools and almost $12,000 a year for boarding schools in order to get a presumably better educational product," he said at the annual meeting of the National Association of Independent Schools.

Findings from the National Assessment of Educational Progress showed private-school students scoring at most about four points higher on the reading assessment and six points higher on history and literature tests, according to the assistant secretary.

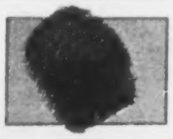
"There's a differential," he said, "but it's a very small differential, in an area where the public-school performance is scandalously low."

Mr. Finn's use of the NAEP data drew immediate criticism from private-school leaders, who have long urged that the federally funded assessment include a larger sampling of students from private schools.

Mr. Finn, himself a graduate of the Phillips Exeter Academy, acknowledged the

Continued on Page 7

Sex Abuse in Schools: Shocking Crime, Wide Impact



By Lisa Jennings

It was early last October, during Norward Roussell's ninth month as superintendent of the Selma (Ala.) City Schools, when he read in a local newspaper of accusations that an elementary-school principal in his jurisdiction had sexually molested schoolchildren.

The newspaper account was the first he had heard of a case that, as details unfolded, would become what Mr. Roussell describes as "a baptism by fire" on the issue of sexual abuse in the schools.

The story began with a murder: 23-year-old Robert Hall was charged with killing a teacher, Raymond Dozier, who he claimed had sexually abused him since he was a pupil in Mr. Dozier's 8th-grade class. The 23-year-old also claimed that his former school principal, Percy Marks, was involved.

After a two-month investigation, the principal was indicted on three felony counts of child sexual abuse: two counts of enticing a child to enter his house for immoral purposes and one count of sodomy.

The investigation also led to an ongoing grand-jury probe into allegations that at least 25 school workers in Alabama and Georgia counties took part in a ring of homosexual abuse and drug use that included more than 75 children.

"I was shocked at the gravity of what appeared to be involved," says Mr. Roussell.

Before the murder, he had considered child abuse an important national issue, the superintendent says, but it took the

Continued on Page 16

Bennett Urges Pentagon Role In War on Drugs

Says Added Funds for Education Won't Help

By Debra Viadero

WASHINGTON—The United States should enlist its armed forces in the war on drugs, Secretary of Education William J. Bennett said last week.

"As the greatest military and economic power in the world, we can do more to prevent criminals in foreign nations from growing and processing illegal drugs," Mr. Bennett argued in a speech at the White House Conference for a Drug-Free America.

If foreign countries do not cooperate in such efforts, he said, "we must consider doing this by ourselves."

"And we should consider broader use of military force against both the production and shipment of drugs," the Secretary added.

The first White House-sponsored gathering of its kind, the conference was mandated as part of the sweeping Anti-Drug Abuse Act of 1986.

Participants included the President and Nancy Reagan and members of the Cabinet, as well as more than 2,000 educators, parents, law-enforcement officers, sports figures, and others involved in what many termed a "war" like the Vietnam conflict.

Held here from Feb. 28 to March 3, the meeting followed a series of six smaller conferences in cities around the country that began last year.

A final report on the conference proceedings is due out this summer.

Secretary Bennett spoke during a panel discussion that also included Attorney General Edwin Meese 3rd, Secretary of Health and Human Services Otis R. Bowen, Secre-

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Also in the news

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Top U.S. students fare poorly in a new international comparison, but a separate study shows declining use of strong teaching methods.

10 **2 School-Finance Rulings Cloud W.Va. Tax Vote**

In the prelude to a property-tax referendum, the state's high court strikes down a budget too meager for schools and a flawed teacher-pay plan.

14 **Lobbying Group Matches 'Numbers to Rhetoric'**

During the Reagan years, the Committee for Education Funding has seen its influence grow by turning adversity into opportunity.

IN SUMMARY

Rating the 6th Grade
The 6th grade is "in limbo, and has not been sufficiently addressed," according to a new study that found three diverse approaches to the organization of this critical transition year. **Page 5.**

Update on Urban Problems
Two decades after a wave of racially charged civil disorders, the nation's cities are beset by "quiet riots" in the form of poor schools and deep social problems, an update of a landmark report says. **Page 5.**

College Leaders 'Speak Out'
The leaders of more than 200 colleges and universities, responding to a call by the president of Stanford University, have agreed to "speak out" on the need to reform teaching at all levels. **Page 8.**

A Model in Minneapolis
A new model public school emphasizing "eyeball-to-eyeball contact" between teachers and students will open in Minneapolis next fall with the help of a corporate grant. **Page 8.**

Business Backs Governor
Top business leaders in Idaho have thrown their support to the state's Democratic governor in his battle to win a major education-spending hike in the Republican-controlled legislature. **Page 10.**

Rights Bill Wins Passage
The House last week gave its approval to the "civil-rights restoration act" passed earlier by the Senate, but President Reagan promptly vowed to veto the bill when it reaches his desk. **Page 13.**

Testifying About AIDS
Witnesses ranging from Ryan White—the Indiana AIDS victim who waged a fight to attend school—to leading federal officials testified last week before the President's panel on the deadly disease. **Page 13.**

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ACROSS THE NATION

NATIONAL

Salaries of High-School Principals Average $50,000+ for First Time

The average salary of principals at the nation's high schools is $50,512 this year—above the $50,000 mark for the first time, according to the National Association of Secondary School Principals.

And at least one school system is paying a senior-high principal a record $79,400, says NASSP.

That school system enrolls between 2,500 and 9,990 students and has an average per-pupil expenditure in excess of $5,000.

The findings come from a national survey of principals' and assistant principals' compensation in more than 1,000 school systems conducted by the Educational Research Service.

Salaries for principals and their assistants were boosted by 4.1 to 8.7 percent between 1986-87 and 1987-88, the survey found.

The highest percentage increase was seen among assistant principals in school systems with enrollments ranging from 2,500 to 9,999; their pay averages $35,869, up from $32,995 last year.

Principals of junior high and middle schools are earning an average of $47,078 this year, says NASSP, while elementary principals are averaging $43,654.

For the second consecutive year, salaries are highest in the Far West and lowest in the Southeast, the survey found.

Copies of the NASSP report are available at a cost of $1 per copy from the NASSP Office of Professional Assistance, 1904 Association Drive, Reston, Va., 22091.

STATES

Two Superintendents in Alaska File Suit To Block Investigation

Two Alaska school superintendents who are under investigation by a state panel on charges that they violated its code of ethics for educators have filed a federal suit seeking to block the inquiry.

The investigating body, Alaska's Professional Teaching Practices Commission, is not capable of giving them a fair hearing, they argue, because five of its nine members belong to the state affiliate of the National Education Association, the nation's largest teachers' union.

"Constitutional due process requires a fair and impartial hearing body," said W. Richard Fossey, a lawyer for one of the superintendents. "And we don't think this is an appropriate way to constitute a state hearing body."

The superintendents, Leland Dishman of the Copper River School District and Alex Tatum of the Kashunamiut School District, also assert that the ethical standards against which they will be judged are "unconstitutionally vague," the lawyer said.

The commission has the authority to set ethical standards for educators in the state and to revoke the credentials of violators. Lawyers involved in the case declined to detail the charges brought against the superintendents.

The panel has asked the court to dismiss the case on the grounds that the 11th Amendment bars state officials from suing the state in most instances and that the suit is "premature," since the commission has not yet decided whether there is any merit to the charges.

U.S. Justice Department Probing Bakery Sales to N.C. Schools

A federal grand jury in Wilmington, N.C., has uncovered evidence that bakeries have engaged in criminal antitrust violations in connection with sales to school districts in the state, according to the U.S. Justice Department.

The American Bakeries Company of New York City was indicted earlier this year by the grand jury on one count of participating in an illegal conspiracy to rig bids on sales to schools in eastern North Carolina. The indictment alleges that American Bakeries and other companies violated the Sherman Antitrust Act during a period beginning before June 1983 and continuing at least into 1985.

The Federal Bureau of Investigation is also involved in the ongoing probe, which is examining other allegations of bid-rigging and price-fixing in school contracts for bakery goods, according to Justice Department officials.

The maximum penalty for a corporation convicted of violating the federal antitrust law is a fine of $1 million—which is about twice the profit the corporation gained from the sales—or twice the pecuniary losses caused to the purchasers, whichever is greatest.

Missouri Scraps Lifetime Certificates For Teachers Hired After Sept. 1

After more than two years of planning and debate, the Missouri Board of Education has eliminated lifetime certificates for public-school teachers in the state as part of a plan to improve the quality of the teaching force.

Except for some vocational teachers, who are not required to have college degrees, the new policy will apply to all teachers who qualify for certificates after Sept. 1 of this year. The new policy was required by a state law enacted in 1984.

"This policy marks a big change for Missouri—a change for the better," said Robert E. Bartman, state commissioner of education. "I think it will improve the status of the teaching profession in our state."

The board policy creates a four-step process that requires teachers to periodically renew their credentials and to meet certain requirements at each step.

The process leads to the award of a "continuous professional certificate" for teachers who have 10 years' experience, a master's degree, a "professional-growth plan," and a satisfactory record of performance based on evaluations.

The policy also requires that new teachers work with "mentors" and that school districts provide other assistance to encourage teachers' professional growth.

Colorado Court Upholds Privacy Of Pupils' Achievement-Test Scores

Colorado's highest court has ruled in favor of a school district seeking to protect the privacy of individual students' achievement-test scores.

The state's Open Records Act does not require the Sargent School District to provide individual scholastic records to Western Services Inc., a nonprofit Hispanic advocacy group, the state supreme court said in a Feb. 22 ruling.

The group—also known as the Chicano Education Project—had sued the district after school officials refused to turn over records showing how Hispanic students fared on the tests in comparison with their classmates.

The organization had asked the district to delete individual names from the record sheets for each class, and to substitute a letter code indicating whether a pupil was Hispanic or Anglo.

Even with the use of such codes, students' privacy would have been violated, district officials argued.

"In some classes, there were only two or three kids with Spanish surnames," said Ronald Pincheon, Sargent's superintendent of schools. "That would've made them identifiable."

■ **Only $1.5 million of a special $20-million bond issue for asbestos removal in Rhode Island schools and public buildings** has been spent or allocated since the approval of the bond issue in 1985, according to state officials.

Frederick Lippitt, director of the state's department of administration, said few districts have applied for the program, which pays half of a district's inspection, abatement, and removal costs. The agency is conducting a campaign to publicize the program, he said, and has sent letters about the available funds to all school districts in the state.

DISTRICTS

Philadelphia District, Principals Present Package of Joint Proposals

The Philadelphia Association of School Administrators and city school officials have unveiled joint recommendations that address a number of issues that have bitterly divided the district and the principals' group over the past several years.

The recommended changes include revising the district's pay scales for administrators; paying small bonuses to principals who exceed an established set of goals; creating a fund to pay for a wide range of professional-development activities; and giving principals more flexibility and support in running their schools, according to Daniel J. McGinley, president of PASA.

The agreement, worked out over the past year and presented to the city's school board last month, appears to signal a sharp turnaround in what has been a hostile relationship between the district and the administrators' group.

To gain some leverage in its dispute with the district, PASA voted in the fall of 1986 to affiliate with the International Brotherhood of Teamsters.

PASA members were to have voted on the recommendations late last week. The school board probably will not take formal action on the proposals until early this summer, a district spokesman said.

Contract With School Custodians Criticized in N.Y.C. Report

New York City's school custodians are paid more than twice the salaries of custo-

U.S. Fares Poorly on Science Test

By Robert Rothman

WASHINGTON—America's top high-school science students ranked below those of nearly all other countries in a new comparison of scores from an international test released here last week.

American 12th graders studying biology scored below students from the 16 other countries included in the analysis, which examined data from a 24-nation science assessment administered in 1986.

In chemistry, the study found, students from all other countries except Canada and Finland outscored their U.S. counterparts.

And in physics, only those two countries and Sweden ranked below the United States.

The achievement levels are particularly "discouraging," the study's authors note, since the American students in the comparison were drawn from the small proportion of the nation's high-school students enrolled in advanced science courses.

"For a technologically advanced country, it would appear that a re-examination of how science is presented and studied is required," states the report on elementary- and secondary-level science achievement, prepared by an international group of researchers.

Bassam Z. Shakhashiri, director of the science- and engineering-education directorate of the National Science Foundation, which contributed $1.25 million toward the cost of the study, echoed those conclusions.

The data "paint a dismal picture of science education in the United States today," Mr. Shakhashiri said.

"But American children have just as much native curiosity and capacity for learning about science as children in any other nation," he added.

"We must develop quickly the national will to improve the effectiveness of science education in American schools," he said.

Secretary of Education William J. Bennett said the study's findings offered an even bleaker picture of student achievement than that presented in the Education Department's latest 50-state comparison of education statistics. *(See Education Week, March 2, 1988.)*

"Last week, when we released our annual 'wall chart,' showing that American education progress is in a 'dead stall,' " he said in a statement, "many in the education establishment disagreed, and indeed some said we were doing just fine."

"Now comes this international report card," he continued, "showing that, compared with students in other countries, American elementary and high-school students are not just in a 'dead stall,' they're doing even worse."

"They're in reverse and going downhill," he charged.

Early Specialization

The study, "Science Achievement in 17 Countries: A Preliminary Report," is based on an assessment conducted by the International Association for the Evaluation of Educational Achievement.

More than 300 U.S. schools participated in the assessment, which tested 2,822 students in grade 5, 2,519 students in grade 9, and 1,729 students in grade 12.

Early findings from the test, released last year, indicated that the science achievement of U.S. students had improved little since the first such international study in 1970, and that Americans' performance lagged behind that of students from most other countries. *(See Education Week, April 29, 1987.)*

The new report notes that additional studies will be released next year that will analyze possible causes of the differences in achievement among countries.

Willard J. Jacobson, the U.S. research coordinator for the study, said a preliminary analysis indicates that the countries that performed well tended to be those—such as England, Hong Kong, and Singapore—in which students specialize in science and mathematics at an early age.

"Those with the highest scores, with the exception of Hungary, follow the English system of very intense specialization," said Mr. Jacobson, professor of natural sciences at Columbia University's Teachers College. "We are not in the same league as those early-specializing students."

"One thing the American public will have to decide is: Do we want to do a similar thing in the United States?" he said. "That ought to be considered."

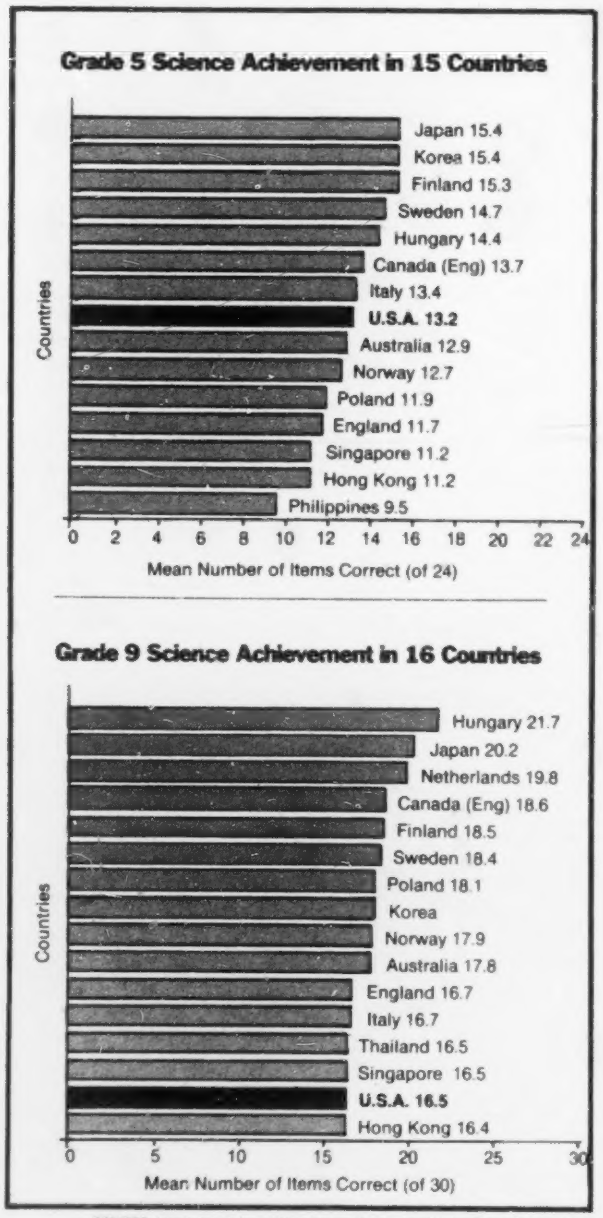
The report found that American 5th-grade students ranked 8th among the 17 nations compared, while the country's 9th graders outscored only their counterparts from Hong Kong and the Philippines.

But the average score of American 9th graders was higher than that for 5th graders, indicating an improvement over time, the authors note.

Males outperformed females in most countries and grades, the study found, although the average difference was smaller than in 1970.

However, the gender differences in the American scores were among the highest of the 17 countries, it found, and the gap grew wider at higher grade levels.

Single copies of the report can be obtained by writing the Office of Studies and Program Assessment, National Science Foundation, 1800 G Street, N.W., Washington, D.C. 20550, or by calling (202) 357-7425.



SOURCE: International Association for the Evaluation of Educational Achievement

'Hands-On' Science Instruction Declining

By Robert Rothman

The amount of science-classroom time devoted to "hands on" instruction has declined over the past decade, despite a growing consensus in the field that such instruction is more effective than traditional lectures, a federally funded survey has found.

In the 1985-86 school year, responses from teachers in the survey indicated, 83 percent of junior-high-school science classes had featured lectures in the most recent class period, while 43 percent had used hands-on activities.

But in a 1977 survey, the report says, 72 percent of such classes had featured lectures and 59 percent had included laboratory projects.

Despite that trend, the study found, 77 percent of junior-high-school science teachers in 1985-86 said they considered laboratory classes more effective than lectures.

The findings indicate that teacher training should better prepare prospective science educators in the methods practitioners deem more effective, said the survey's author, Iris R. Weiss.

"There are a lot of intervention efforts aimed at convincing teachers to use hands-on materials," said Ms. Weiss, who conducted the survey for the Research Triangle Institute in North Carolina.

"Teachers already know that they should be using hands-on materials," she said. "They are not."

Ms. Weiss, now president of Horizon Research, Inc., said many teachers continue to rely on lectures because classrooms are ill-equipped for laboratory work.

At the elementary-school level, the survey found, 38 percent of classrooms have no science facilities or materials, and only 6 percent of science classes are conducted in laboratories or special rooms.

In addition, Ms. Weiss said, teachers, particularly those at the elementary level, lack a background in alternative methods.

"These teachers take courses at the college level that are not hands-on oriented," she said. "The similarity between how science is taught at the college level and what we are seeing at the precollege level is striking."

Textbook Quality

The study, financed by the National Science Foundation, was based on questionnaires completed by 6,156 science and mathematics teachers, including 1,974 at the K-6 level, 1,882 in grades 7-9, and 2,300 in grades 10-12.

Many of the responses were compared with those from a similar survey Ms. Weiss conducted for the Research Triangle Institute in 1977.

Ms. Weiss presented preliminary data from the new survey a year ago at the annual meeting of the National Science Teachers Association.

At the time, she noted that fewer than a third of science teachers had taken enough science courses in college to qualify for the N.S.T.A.'s certification program.

The final report shows that, in addition to lack of preparation, teachers lack the time to develop curricula beyond what appears in textbooks.

"Across the board, teachers let the textbook define the curriculum," Ms. Weiss said.

The study found that about 90 percent of all science and math classrooms use textbooks, and that most teachers do not consider textbook quality a serious problem.

However, it notes, only one in five secondary-school classes "covers" 90 percent of the material in the text.

"Whether this finding is 'good' or 'bad' cannot be determined from the survey data," the report states. "A class that uses a wide variety of quality resources and 'covers' only a small part of the science textbook might well learn more science than one that rushes through the entire textbook."

"The survey data do point out, however," it continues, "the need for more in-depth research on the science and mathematics curriculum."

Among the other survey findings:

- The time spent on math and science instruction has remained virtually the same over the past decade. However, science instruction in grades 7-9 has shifted from general science to discipline-based teaching during that time.
- Pupils in only one in seven K-6 math classes use hand-held calculators, but their use increases by grade. Math classes—particularly at the K-6 level—are more likely than science classes to use computers.
- The proportion of science and math teachers who are members of minority groups is greater in the early grades; at the high-school level, 92 percent of science teachers and 94 percent of math teachers are white, compared with 82 percent of K-3 science teachers and 84 percent of K-3 math teachers.
- The proportion of teachers who considered the reading ability of their students a serious problem has declined since 1977.

"It is not clear whether this change is due to less-difficult textbooks, students' improved reading abilities, or other factors," the report states.

Copies of the study, "Report of the 1985-86 National Survey of Science and Mathematics Education," can be purchased for $10 each. Checks should be mailed to Linda Shaver, Research Triangle Institute, 3040 Cornwallis Rd., P.O. Box 12194, Research Triangle Park, N.C. 27709.

Percent of Classes Using Lecture, Discussion, and Hands-On Activities in Most Recent Lesson, by Subject and Grades 1977 and 1985-86

	Mathematics							
	1977				1985-86			
	K-3	4-6	7-9	10-12	K-3	4-6	7-9	10-12
Lecture	58%	68	83	83	65%	82	89	89
Discussion	88	89	83	91	81	92	90	86
Hands-on	58	36	23	24	63	31	20	12

	Science							
	1977				1985-86			
	K-3	4-6	7-9	10-12	K-3	4-6	7-9	10-12
Lecture	60%	69	72	76	71%	78	83	84
Discussion	87	90	82	77	88	86	82	80
Hands-on	67	54	59	53	57	45	43	39

SOURCE: Report of the 1985-86 National Survey of Science and Mathematics Education.

'Interactive Session' Becomes Lesson On Recruiting Minority Instructors

By Kirsten Goldberg

NEW YORK—The program was called "Introduction to the Independent School Teaching Experience for Candidates of Color," and it was billed as a chance for beginning minority teachers to find out from a panel of experts what a career in private schools would be like.

But the hoped for "interactive session" at the annual meeting of the National Association of Independent Schools here became something rather different. It was, participants said, a hard lesson in the difficulties of minority recruiting.

Only two "candidates of color" showed up.

"Two candidates is not acceptable, especially for a meeting in New York City," said Randolph L. Carter Jr., director of minority affairs for the N.A.I.S.. "We're not reaching people."

The fierce competition for minority teachers, which has led many public-school districts to offer special bonuses and other incentives, may be even more intense in the private sector, many here noted. This is so, they said, because private schools often have the disadvantages of lower salaries and an "elitist" image.

"Everyone knows the trends: Fewer people are going into education and that includes fewer minorities," said Manasa Hekymara, executive director of the Independent School Alliance for Minority Affairs, a group formed by 23 schools in Southern California to recruit minority students and teachers.

"It's tough to find any teacher right now," she said.

But all the indicators at last month's annual meeting here—and activities slated in several other cities this month—seem to point to an even tougher search for minority teachers.

Nine Job-Seekers

The N.A.I.S. annual conference has become something of an employment marketplace, with prospective teachers seeking out schools and schools seeking candidates.

This year, some 600 job-seekers—out of 7,000 convention participants overall—signed up for interviews.

Only nine were minorities.

The two candidates who attended the panel discussion had themselves graduated from independent schools.

"That told us about our outreach," Mr. Carter said. "The only people who know about private schools are private-school graduates."

For years, he and others said, independent schools have relied heavily on word-of-mouth endorsements and returning alumni to staff their teaching positions. Now, some schools are beginning to recruit teachers as intensively as they recruit students, they said. But the effort has yet to reach into minority communities.

"Independent schools are not known in minority communities," Ms. Hekymara said. "Word has to get out that schools are interested in minority teachers."

Efforts to promote independent schools to prospective minority teachers also run up against history, Mr. Carter said.

"Independent schools have a negative image as 'segregation academies' of the South," he said. "But it's a time-warped image. I think most schools really do want diversity."

According to N.A.I.S. statistics, recent strides in minority enrollment have not been matched by increases in minority faculty members.

Little Growth in Numbers

For the past four years, minority enrollment at independent schools has increased by about 0.5 percent a year, and last year minorities made up 11.2 percent of enrollment at member schools.

By contrast, 3.5 percent of independent-school teachers are minorities, a figure that has been increasing by less than 0.2 percent annually.

The gap worries many educators. Said Ms. Hekymara: "The importance of minority teachers as role models can't be underestimated. It's important for both minority students and white kids to see minority teachers in responsible positions."

The recruiting of students and teachers, she said, "has to go hand-in-hand."

"If independent schools are truly to become diverse institutions, they really need to think in terms of the school as a whole," she said.

Regional Recruiting

Ms. Hekymara's California group has recruited 81 minority students for its schools since the alliance was formed three years ago. But though its goals also include the recruitment of faculty members, she said, a lack of funds and manpower has limited that effort.

This week, groups in two other parts of the country will hold seminars on recruiting minority faculty. The Maryland Association for Independent Schools will have a day-long meeting on March 9 at the Glenelg Country School, and Channels for Educational Choices, a Boston association, will conduct a seminar March 8 at the Middlesex School in Concord, Mass.

Retaining minority teachers is also a worry. Above, teacher at Sidwell Friends School who officials say was lured away by better job.

Earlier this year, a job fair sponsored by private schools in Atlanta drew about 100 minority teacher candidates, according to Mr. Carter.

The seminars and job fairs help, he said, but often private schools are too limited in their search and come to job fairs unprepared to make commitments.

"Public schools are going to the South, are recruiting heavily, and they come to job fairs prepared to make offers," he said.

Representatives from independent schools often cannot make job offers at such events, but must invite candidates to the schools for interviews or for a trial teaching period, he explained.

Such a selection process is too lengthy, Mr. Carter argued, because top minority teacher candidates often receive several job offers. "For some schools, by the time they make an offer, it's too late."

Looking to "nontraditional" sources for minority teachers has often become a necessity, both Mr. Carter and Ms. Hekymara said.

'National Strategy'

That includes efforts to attract retirees and people in mid-career, they said, and recruiting from the pool of school alumni.

"We need whole new ways of looking at how we educate people about teaching," Mr. Carter said.

The minority-affairs director said he wants to appeal to minorities who have gone into other careers, "but have a seed of social consciousness that isn't satisfied."

"I think a lot of them would sacrifice a little income" to take teaching jobs, he said.

The N.A.I.S. needs to increase its efforts to reach potential minority teachers, hold more job fairs, and promote teacher-intern programs, Mr. Carter said.

"We need to do just flat-out recruitment," he said. "I want to begin to create a national strategy."

Finn Warns N.A.I.S. of Threat from Public-School Reform

Continued from Page 1

disproportionately low representation of private-school students in his sample and said both assessments could provide only tentative comparisons.

Still, he insisted, the data indicate that "the advantage private schools have is not very great."

Small Difference Found

Results from the 1986 NAEP reading test, which measured the skills of 36,000 students in grades 3, 7, and 11, were released in February in the report *Who Reads Best?* Delayed for more than five months because of an apparent "anomaly" in its findings, the report did not include data on the 2,962 private-school students taking the test.

According to Mr. Finn, however, private-school 3rd graders averaged a score of 39.3 out of a possible 100 on tests of reading comprehension, while their public-school counterparts averaged 37.9.

In the 7th grade, private-school students scored 52.2, and public-school students scored 48.4. For the 11th grade, the scores were 60.1 and 55.6, respectively.

The private-school sample included Roman Catholic and other religious schools, Mr. Finn said. The NAEP mathematics assessment, scheduled to be released next month, will show similar results, he added.

A 'D-Minus' Score

The Education Department's chief research official also presented what he said were newly analyzed data from the 1986 NAEP assessment of knowledge in history and literature. It included 180 independent-school students, out of a total of 7,812 11th graders tested.

The assessment was the subject of the book *What Do Our 17-Year-Olds Know?*, which Mr. Finn wrote with Diane Ravitch, adjunct professor of history and education at Columbia University's Teachers College.

Results of the history test were, in Mr. Finn's words, "accurate but reprehensible." Overall, public-school students answered 54 percent of the questions correctly, with college-bound public-school students answering 60 percent correctly.

For nonpublic schools, the results were only slightly better, he said, with an overall average of 60 percent and an average for independent-school students of 63 percent.

On the literature assessment, public-school students answered an average of 51 percent of the questions correctly, with college-bound public-school students averaging 57 percent. The average score for students in nonpublic schools was 58 percent, and for those in independent schools 60 percent.

"I consider a score in the low 60's on this a D minus," Mr. Finn said. He said he was writing an article on the private-school data for publication in *Phi Delta Kappan* magazine.

No School Effect?

Mr. Finn argued here that such small differences in performance might be solely attributable to influences in the students' backgrounds.

For example, he said, more than twice as many independent-school students taking the tests reported that their parents had graduated from college.

"Parent education correlates very closely to school performance," Mr. Finn said.

"With differences that large in parent education, it is conceivable that there's no school effect showing up here at all."

Independent-school students are also more likely than public-school students to have participated in pre-school programs, to watch less television, take more "core" academic courses, and attend school more regularly, the NAEP sample indicated.

Noting that much of the current reform movement represents an effort by public schools to more closely approximate private schools, Mr. Finn warned that the differential in student achievement must be enlarged for private schools to remain competitive.

'Doing Something Right'

"The qualities of effective schools are remarkably like the qualities independent schools have always had," he said.

Public-sector activities aimed at curriculum improvement, school restructuring, professionalization of teaching, alternative certification, and choice are avenues toward those qualities, he suggested.

"It suggests that you indeed have been doing something right," he said. "But I think it probably also poses for the long run the gravest danger that independent schools face at the hands of government."

The danger, Mr. Finn said, is "the probability that a vast, publicly financed enterprise is going to come to resemble your enterprise in all respects save one: It will be free."

If independent schools had a commanding lead in student achievement, then this would be a "distant threat," Mr. Finn concluded.

"But in general your lead is only modest and it is able to be overtaken unless you sprint forward."

NAEP Performance: Mr. Finn's Comparison

History		Literature	
Students	Correct Answers	Students	Correct Answers
All	55%	All	52%
Public	54	Public	51
College-bound public	60	College-bound public	57
All nonpublic	60	All nonpublic	58
Independent	63	Independent	60

Demographic Characteristics

	Independent	Public
Mothers graduated from college	58%	23%
Fathers graduated from college	66	30
Watch TV one hour or less per day	50	21
Family has rules for watching TV	21	11
Plan to go to 4-year college	71	71 (academic track)

New Data Show More Minorities Going to College

New federal data indicate a jump in the number of minority college students and in the proportion of recent minority high-school graduates attending college.

Black enrollment in higher education increased by some 5,000 students from 1984 to 1986, marking the first time since 1980 that it did not decline, the Education Department reported last week.

Total postsecondary enrollment reached a record 12.5 million students in 1986, according to the preliminary report by the department's center for education statistics.

White enrollment increased slightly during the two-year period, it says. But because Hispanic and Asian enrollments climbed relatively sharply, it notes, both white and black students represented smaller proportions of the postsecondary-student population in 1986 than in 1984.

In addition to enrollment statistics gathered by the department, the report cites rates of participation in higher education based on Census Bureau data.

According to those statistics, the college-going rate for black high-school graduates between the ages of 18 and 24 rose from 26.1 percent in 1985 to 28.6 percent in 1986—the first such increase since 1981.

The enrollment rate for Hispanic high-school graduates in the same age group showed a comparable increase, rising from 26.9 percent to 29.4 percent, the study found. That rise halted a two-year decline.

The rate for white graduates dipped slightly between 1985 and 1986, the report says.

Overall, 34 percent of 18-to-24-year-old high-school graduates were enrolled in postsecondary institutions in 1986, it notes, up from 33.7 percent in 1985.

Two-year institutions enrolled 37 percent of all postsecondary students in 1986, up from 35 percent in 1984, according to department statistics. Such institutions enrolled 47 percent of all minority students in higher education in 1986, a 2 percent increase from 1984. —J.M.

DATABANK

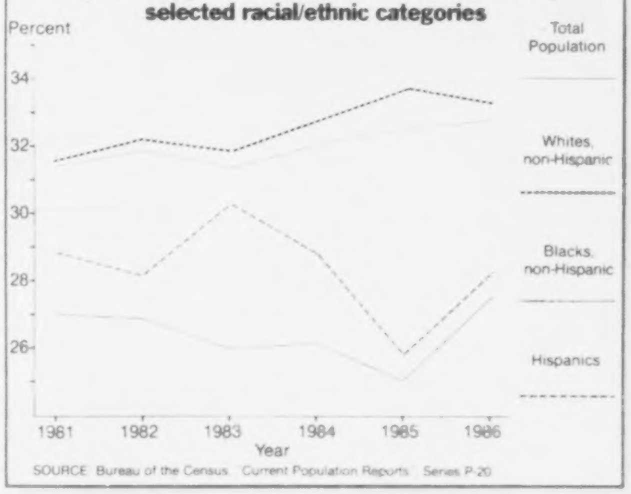
Enrollments in Institutions of Higher Education, Fall 1976 to Fall 1986

Type of Institution and Race/Ethnicity of Student	Number, in Thousands						Percent Distribution					
	1976	1978	1980	1982	1984	1986	1976	1978	1980	1982	1984	1986
All Institutions												
Total	**10,985**	**11,231**	**12,087**	**12,388**	**12,235**	**12,501**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**
White, non-Hispanic	9,076	9,194	9,833	9,997	9,815	9,914	82.6	81.9	81.4	80.7	80.2	79.3
Black, non-Hispanic	1,033	1,054	1,107	1,101	1,076	1,081	9.4	9.4	9.2	8.9	8.8	8.6
Hispanic	384	417	472	519	535	624	3.5	3.7	3.9	4.2	4.4	5.0
Asian or Pacific Islander	198	235	286	351	390	448	1.8	2.1	2.4	2.8	3.2	3.6
American Indian/Alaskan Native	76	78	84	88	84	90	0.7	0.7	0.7	0.7	0.7	0.7
Nonresident alien	219	253	305	331	335	344	2.0	2.2	2.5	2.7	2.7	2.7
Public												
Total	**8,641**	**8,770**	**9,456**	**9,695**	**9,458**	**9,722**	**78.7**	**78.1**	**78.2**	**78.3**	**77.3**	**77.8**
White, non-Hispanic	7,095	7,136	7,656	7,785	7,543	7,650	64.6	63.5	63.3	62.8	61.6	61.2
Black, non-Hispanic	831	840	876	873	844	855	7.6	7.5	7.2	7.0	6.9	6.8
Hispanic	337	363	406	446	456	539	3.1	3.2	3.4	3.6	3.7	4.3
Asian or Pacific Islander	166	195	240	296	323	372	1.5	1.7	2.0	2.4	2.6	3.0
American Indian/Alaskan Native	68	68	74	77	72	79	0.6	0.6	0.6	0.6	0.6	0.6
Nonresident alien	145	167	204	219	219	226	1.3	1.5	1.7	1.8	1.8	1.8
Private												
Total	**2,345**	**2,461**	**2,630**	**2,693**	**2,777**	**2,779**	**21.3**	**21.9**	**21.8**	**21.7**	**22.7**	**22.2**
White, non-Hispanic	1,982	2,058	2,177	2,212	2,272	2,264	18.0	18.3	18.0	17.9	18.6	18.1
Black, non-Hispanic	202	215	231	228	232	226	1.8	1.9	1.9	1.8	1.9	1.8
Hispanic	47	55	66	74	79	84	0.4	0.5	0.5	0.6	0.6	0.7
Asian or Pacific Islander	32	40	47	55	67	76	0.3	0.4	0.4	0.4	0.5	0.6
American Indian/Alaskan Native	9	9	10	10	11	11	0.1	0.1	0.1	0.1	0.1	0.1
Nonresident alien	73	85	101	113	116	118	0.7	0.8	0.8	0.9	0.9	0.9
Men												
Total	**5,794**	**5,621**	**5,868**	**5,999**	**5,859**	**5,885**	**52.7**	**50.1**	**48.5**	**48.4**	**47.9**	**47.1**
White, non-Hispanic	4,814	4,613	4,773	4,830	4,690	4,646	43.8	41.1	39.5	39.0	38.3	37.2
Black, non-Hispanic	470	453	464	458	437	436	4.3	4.0	3.8	3.7	3.6	3.5
Hispanic	210	213	232	252	254	292	1.9	1.9	1.9	2.0	2.1	2.3
Asian or Pacific Islander	108	126	151	189	210	239	1.0	1.1	1.3	1.5	1.7	1.9
American Indian/Alaskan Native	39	37	38	40	38	40	0.4	0.3	0.3	0.3	0.3	0.3
Nonresident alien	154	180	211	230	231	232	1.4	1.6	1.7	1.9	1.9	1.9
Women												
Total	**5,191**	**5,609**	**6,219**	**6,389**	**6,376**	**6,615**	**47.3**	**49.9**	**51.5**	**51.6**	**52.1**	**52.9**
White, non-Hispanic	4,262	4,581	5,060	5,167	5,125	5,268	38.8	40.8	41.9	41.7	41.9	42.1
Black, non-Hispanic	563	601	643	644	639	645	5.1	5.4	5.3	5.2	5.2	5.2
Hispanic	174	205	240	267	281	332	1.6	1.8	2.0	2.2	2.3	2.7
Asian or Pacific Islander	89	109	135	162	180	209	0.8	1.0	1.1	1.3	1.5	1.7
American Indian/Alaskan Native	38	41	46	48	46	51	0.3	0.4	0.4	0.4	0.4	0.4
Nonresident alien	65	73	94	101	104	111	0.6	0.7	0.8	0.8	0.9	0.9

Note: Because of underreporting and nonreporting of racial/ethnic data, data estimated when possible. Also, due to rounding, detail may not add to totals.

SOURCE: U.S. Education Department

Participation rates in postsecondary education by 18 to 24 year old high school graduates by selected racial/ethnic categories



SOURCE: Bureau of the Census, "Current Population Reports," Series P-20

CAPITAL DIGEST

Suter Seen as Nominee For Rehabilitation Agency; May Heal Internal Rift

President Reagan is expected to select Susan S. Suter, the state rehabilitation director in Illinois, to head the federal Rehabilitation Services Administration.

The appointment will be announced after a routine background check by the Federal Bureau of Investigation is completed, according to officials in the Congress and the Education Department.

Ms. Suter would replace Justin W. Dart Jr.

Mr. Dart was forced to resign last year after he publicly criticized the management of the R.S.A., which is part of the department's office of special education and rehabilitative services.

Mr. Dart's resignation was the culmination of a long-brewing dispute that pitted him and directors of state rehabilitation programs against the assistant secretary in charge of OSERS, Madeleine C. Will.

Ms. Suter—who, like Mr. Dart, is disabled—was one of 80 state rehabilitation directors who signed a letter accusing Ms. Will of usurping Mr. Dart's authority.

The Illinois director's anticipated appointment is expected to help mend the rift between OSERS and the state officials.

Special-Education Grant Awarded to N.C. Center To Assist the States

The Frank Porter Graham Center at the University of North Carolina at Chapel Hill has received an $11-million federal contract to help states implement the 1986 special-education law.

Under the contract awarded by the Education Department, the center will set up a National Early Childhood Technical Assistance System.

The center will offer resources, information, and training designed to help state officials extend special-education services to handicapped infants and toddlers.

The Education of the Handicapped Amendments Act of 1986, P.L. 99-457, provides incentives for states to serve all handicapped 3- to 5-year-olds and establishes a new grant program for serving disabled infants.

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Bennett Urges Pentagon Role in War on Drugs

Continued from Page 1

tary of Transportation James H. Burnley 4th, and other top federal officials.

Mr. Bennett's call for increased military involvement in anti-drug efforts was among a number of pointed recommendations in his five-minute address.

While other panelists described their agencies' increased efforts to end drug use, Mr. Bennett painted a grimmer picture of the nation's drug problem. "We must face the truth," he said. "While we are winning some battles, we are in real danger of losing the war on drugs."

"While public sentiment has changed profoundly, the drug trade and the drug problem are as serious as they have ever been," he said.

In addition to his call for an aggressive anti-drug effort by the U.S. military, the Secretary said he favored expanding federal officials' authority to search incoming cargoes and mail and restricting air traffic to specific, constantly monitored routes.

He also advocated building more prisons, adopting tougher sanctions for drug offenses, and expanding forfeiture laws that allow the seizure of drug pushers' assets to help pay for enforcement, court, and incarceration costs.

He also reiterated his call for testing prison parolees for drug use as a condition of their paroles.

'Awash in Drugs'

In contrast to Secretary Bennett's emphasis on measures to reduce the supply of drugs, some panelists stressed the other side of the equation, calling for stepped-up education efforts aimed at reducing demand.

"Victory will be ours when we end the demand," Secretary Bowen argued. "We have to get to young people before they start using drugs."

Mr. Bennett said that while he also supported such efforts, "if the country is awash in drugs, lasting reductions in drug use will be very difficult indeed."

The view that drug education is a small—and sometimes ineffective—part of the campaign against drug use is one Mr. Bennett has often expressed.

Last year, members of the Congress questioned his commitment to drug-abuse education when he proposed reducing federal funding for such programs to half the 1987 appropriation of $200 million.

For the 1989 fiscal year, however, the Secretary has recommended spending $250 million on drug education.

Mr. Bennett's previous proposal to cut drug-education funds was alluded to again last week in anonymous, written questions contributed by audience members who came to hear the panel. "Aren't you giving mixed signals?" one question asked.

Mr. Bennett replied, "We have found that states weren't doing a whole lot for that money. There's plenty of money out there for drug education."

John Walters, an assistant to the Secretary, said Mr. Bennett's response referred to an Education Department study that found that the "drawdown" on federal drug-education grants distributed to the states had been minimal during the first and second quarters of this year.

He said federal officials were contacting the states in an effort to find out the reasons for the inactivity.

Another anonymous question read by the panel's moderator pointed out that Mr. Bennett had advocated teaching children in kindergarten through 12th grade to avoid drugs in the 1986 pamphlet *What Works: Schools Without Drugs*.

However, the questioner noted, the Secretary called for just two years of drug education in the "ideal" core curriculum he proposed this year in his plan for the hypothetical James Madison High School. Under that proposal, 9th and 10th graders would receive anti-drug instruction as part of a required, comprehensive health-education class.

"Most kids arrested for drug pushing are alums of drug-education programs," Mr. Bennett asserted in his response.

Many such programs fail to point out to students the penalties of drug use, he added.

He said students should be given the anti-drug message through both drug education and tough school policies against drug use.

"And the message should be this: The use of drugs is wrong and will simply not be tolerated," he said.

State Involvement in Substance-Abuse Education, 1986-87

State	State Requires	Minimum Curriculum Standards	Certification Requirement for All Teachers
Alabama	Yes (Y)	Yes (Y)	No (N)
Alaska	N	Y	N
Arizona	Y	Y	N
Arkansas	Y	Y	Y
California	Y	Y	N
Colorado	Y	Y	N
Connecticut	Y	N	N
Delaware	Y	Y	N
District of Columbia	Y	Y	Y
Florida	Y	Y	N
Georgia	Y	Y	N
Hawaii	N	Y	N
Idaho	Y	N	N
Illinois	Y	Y	Y
Indiana	Y	N	Y
Iowa	Y	Y	N
Kansas	N	N	N
Kentucky	Y	Y	Y
Louisiana	Y	Y	N
Maine	Y	Y	N
Maryland	Y	Y	N
Massachusetts	Y	N	N
Michigan	N	Y	N
Minnesota	Y	Y	Y
Mississippi	N	N	N
Missouri	N	N	Y
Montana	N	N	N
Nebraska	Y	N	N
Nevada	Y	Y	Y
New Hampshire	Y	N	N
New Jersey	Y	N	Y
New Mexico	Y	Y	N
New York	Y	Y	Y
North Carolina	N	N	N
North Dakota	Y	N	N
Ohio	Y	N	Y
Oklahoma	N	N	N
Oregon	Y	N	N
Pennsylvania	Y	Y	N
Rhode Island	Y	Y	N
South Carolina	Y	N	N
South Dakota	N	N	N
Tennessee	N	Y	N
Texas	Y	Y	N
Utah	Y	Y	N
Vermont	Y	Y	N
Virginia	Y	Y	N
Washington	Y	Y	N
West Virginia	Y	Y	N
Wisconsin	Y	Y	N
Wyoming	N	N	N
Total number with requirement	39	32	11

SOURCE: U.S. Education Department

Philadelphia Agrees To Aid Asian Students

Continued from Page 1

phia case is far more specific than the remedy the Court ordered in *Lau*.

It requires the district to review the placement of all limited-English-proficient Asian students in regular and special-education classes and to develop a plan to revise instructional programs where necessary.

In addition, the district will be obligated to recruit and train more personnel who speak the students' native languages in order to improve assessment, counseling, and communication with parents and students.

Widespread Problem

The action in Philadelphia highlights the problems faced by educators in numerous school districts where recent waves of immigrants from Asian countries have settled.

More than 250,000 Asians enter the country each year under both regular quotas from each country and special refugee resettlement programs, according to an official with the Immigration and Naturalization Service.

While special programs for Spanish-speaking students have become common in districts with significant numbers of such students, efforts to address the needs of Asian students are much more sporadic, according to experts interviewed last week.

"A lot of districts are coming to realize they have to make additional efforts and change programs for these children," said James Lyons, counsel for the National Association for Bilingual Education.

But, as in Philadelphia, "if school districts don't begin to step up services to this neglected population, there will be more litigation," he warned.

The lawsuit, *Y.S.* v. *School District of Philadelphia* was filed by the Education Law Center, a nonprofit firm based in Newark and Philadelphia. "We had begun to receive information about situations where kids were just lost—they were totally unable to relate to the instruction they were receiving," said Leonard Rieser, the plaintiffs' lawyer.

The case of Y.S.

For example, Y.S., one of three students named in the suit, is a Cambodian refugee who enrolled in the Philadelphia schools in September 1982. He was initially enrolled in English-as-a-second-language courses, but these and all of his other subject-matter courses were taught exclusively in English.

"In part because he received no assistance from anyone who could speak his native language," the lawsuit alleges, "Y. has been unable to make substantial progress in school."

In September 1985, Y. was placed in a special-education class, after having been classified as a mentally retarded student through the use of a test instrument developed for English-speaking students.

In addition, the lawsuit alleges, "the district employee who wrote Y.'s Individualized Education Program had never met Y. or his family."

One of the most alarming aspects about Y.'s case, and others like it, said Mr. Rieser, is that the district failed to communicate with Y. or his parents in their native language regarding his progress or placement in special education. "Consulting with parents is a very integral part of" the Education of the Handicapped Act, he said, "and if you can't communicate to parents, the whole thing breaks down."

Special-Education Placements

The placement of limited-English-proficient students in special-education classes may be a common practice, said N.A.B.E.'s Mr. Lyons.

"One reason for it is structural and fundamental, because special education is where the money is," he said, noting that funding for special education has increased far more in real terms than programs for L.E.P. students.

"You have very sincere officials saying 'Well, if we put them in special education, there are resources available, and we can give the students greater attention, therefore it's the best we can do for them,'" he explained.

"It's tragic, because we've stigmatized the kids in the process," he added. "It's a case of kids chasing dollars, instead of the dollars being used for what's best for the kids."

Such practices, the Philadelphia suit alleged, violate both state and federal laws, and constitutional guarantees of equal educational opportunity.

School officials in Philadelphia have been making efforts to serve immigrants, said Robert Lear, a lawyer for the district, but "we are admitting there are some youngsters in the school district that did not get all of the services they were entitled to."

The problems posed by recent waves of immigrants are "extremely difficult," he said, because they often include students who have received little education in their home country and are thus not proficient in their native language, let alone English.

"Most of the immigrants we received prior to the last few years arrived with a reasonable academic background, so we could put them into a regular school and expect they would succeed," he added.

Other school districts face similar problems, he noted. "We agreed to a plan to develop a plan because nobody's got the answers."

Refugee Trauma

In addition to language difficulties, Asian immigrants often experience difficulty adjusting to a culture that is radically different from the one they are used to, a problem that is compounded by racial intolerance and violence in this country, experts noted.

Refugees also commonly suffer the continuing effects of traumas and deprivations caused directly or indirectly by wars in their native countries and by repeated relocations. Very few educators are adequately prepared to address these complex and interrelated problems, the experts said.

"One of the things we've had to educate people about is the now familiar stereotype that Asian students are all succeeding in school," said Mr. Rieser. "There is some truth to the stereotype, but there are also Asian students who are doing very, very, badly in school. Somehow that just wasn't being recognized."

Settlement's Terms

Under the agreement reached with plaintiffs in the lawsuit, district officials agreed to attempt to contact all L.E.P. Asians of school age who dropped out before graduating, to inform them that they have the right to return to a regular school or enroll in an adult-education course.

As of last week, U.S. District Judge Louis Pollak had not approved the proposed settlement, but lawyers on both sides of the case said they anticipated that he would.

The agreement, which district officials have already begun implementing, also includes:

- A requirment that both oral and written communications to parents be in a language they understand.
- A review of the educational program of each Asian L.E.P. student, to be completed by the end of this school year.
- The establishment of a new position of district coordinator for the education of L.E.P. students.
- The creation of a six-member advisory committee, with three members appointed by the plaintiffs and three by the district.
- The development, by June, of a remedial plan to address the instructional needs of Asian L.E.P. students, including assessment and counseling in their native language and a revised curriculum for the district's E.S.L. program.
- A provision for reviewing and revising the remedial plan, subject to court approval for the first four years.

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Nine States Sue Major Insurers Over 'Boycott'

Firms Illegally Rigged Cost 'Crisis,' Suit Says

By Robert Rothman

Nine state attorneys general last week charged in court that leading insurance companies illegally conspired to restrict the liability-insurance coverage offered to municipalities and school districts.

"The conspiratorial action of these companies created the so-called liability crisis," said James M. Shannon, the attorney general of Massachusetts. "Unless we stop this collusive behavior, there is no guarantee that it won't happen again."

In a lawsuit filed in U.S. district court in San Francisco, the attorneys general allege that four major firms—Aetna Casualty and Surety Company, Allstate Insurance Company, Hartford Fire Insurance Company, and CIGNA Corporation—worked with reinsurers, brokers, and a trade association to sell stripped-down policies that reduced costs to the insurers.

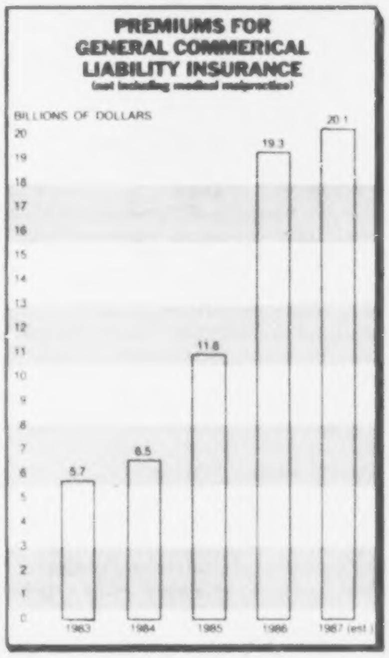
Although the insurance industry is not subject to most federal antitrust laws, the prosecutors charge that this collusion amounted to a boycott, which is illegal.

In addition to Mr. Shannon, the plaintiffs include the attorneys general of Alabama, Arizona, California, New York, Minnesota, Wisconsin, and West Virginia.

James Mattox, Texas's attorney general, filed a similar suit in state court, because that state's antitrust laws are tougher than the federal law, a spokesman said.

School officials, who have faced skyrocketing premiums and shrinking coverage over the past few years, hailed the ac-

Continued on Page 18



Overriding the President's Veto, Congress Broadens Rights Law

By Julie A. Miller

WASHINGTON—The Congress last week overrode President Reagan's veto to enact long-debated legislation nullifying the U.S. Supreme Court's decision in *Grove City College* v. *Bell*.

The "Civil Rights Restoration Act," as the new law is known, expands the coverage of federal anti-discrimination laws to include entire educational systems, schools, and other institutions that receive federal aid.

The votes to override Mr. Reagan's action—73 to 24 in the Senate and 292 to 133 in the House—exceeded the required two-thirds majority by comfortable margins.

Opponents of the legislation had argued that it would subject churches, businesses, and social organizations to new and unjustified federal intrusion. But civil-rights lawyers said last week that schools, and especially colleges, will be more directly affected.

They agreed with a spokesman for the Education Department's office for civil rights, however, that a flood of complaints is not likely to pour in. And they expressed doubts that O.C.R. would quickly improve what they said had been a lax enforcement program.

"In a way, the battle has just begun," said Phyllis P. McClure, director of the NAACP Legal Defense and Educational Fund's Washington office. "We have the law, and now we have to see that the executive branch enforces it."

The O.C.R. will "promptly" re-examine about 800 cases that were closed or narrowed after the *Grove City* decision, "to determine if there may be continuing actions that would now constitute violations of the civil-rights statutes enforced by the department," LeGree S. Daniels, assistant secretary for civil rights, said in a statement last week.

In the *Grove City* case, the Court held

Continued on Page 16

Federal Panel Urges Major Overhaul In Education Programs for the Deaf

By Debra Viadero

WASHINGTON—A federal commission last week called for major changes in the way that most of the nation's estimated 1.2 million hearing-impaired children are educated.

"The current state of the art in deaf education at all levels is unsatisfactory," said Frank G. Bowe, chairman of the Commission on Education of the Deaf, in issuing the commission's hard-hitting report.

"We still have deaf high-school graduates who are reading at or below a 3rd-grade level," he said, and "the roots of the problem are in the preschool, elementary, and secondary years."

The commission took exception to current moves to integrate more deaf children into regular classrooms, saying that not all hearing-impaired children can benefit from such integration.

It also laid part of the blame for the poor quality of deaf pupils' education on the Congress, which it charged with failure to adequately monitor and direct the "well-meaning" programs it has created.

Established in 1986 by an act of the Con-

Continued on Page 15

Chicago's 'Summit': A Populist Blueprint To Reshape Schools

By William Snider

After years of bitter feuding, the major groups with a stake in the Chicago public schools have achieved a goal few thought possible just six months ago: a common vision for the future of the city's often-criticized school system.

A 54-member group composed of the top business, education, civic, and political leaders, working with many of the parents whose outrage gave new momentum to the city's school-improvement efforts, have hammered out the broad outlines of a plan that could fundamentally change the way the schools are run.

The vital role that parents have played in formulating the plan is demonstrated by its most striking and unusual proposal: a call for parent-dominated boards at each school.

These bodies would supervise school-improvement efforts and would be empowered to hire and fire the principal, review the school's budget, and suggest curriculum modifications. The plan also sets specific

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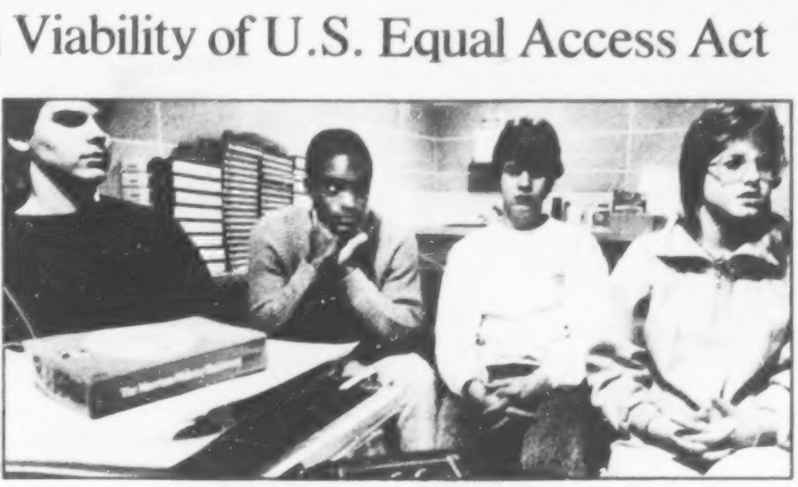
Lawsuits Question Viability of U.S. Equal Access Act

By Kirsten Goldberg


Ron Moscati/Buffalo News

Members of Hi-Tops prayer group, who have asked to meet at a Buffalo high school.

The written request from five students at McKinley High School in Buffalo, N.Y., was one that ranks high on the list of administrators' current legal fears: They were asking permission to meet after school "to pray about student and faculty concerns and to share the good news of the Scripture."

That simple request, submitted to district officials last November, ignited a controversy that has school-board members there wrestling with profound questions in an unsettled area of law where the free-speech rights of students compete with the right of school districts to control access to schools as a forum for public discourse.

It is a debate that is taking place in school systems, law offices, and courts around the country in the wake of rulings—including three recent judgments by federal district judges in Nebraska, Texas, and Washington State—that prohibit student religious clubs from meeting on school grounds.

At stake in the debate is the viability of the 1984 Equal Access Act, passed by the Congress in an attempt to clarify the issue. The law guarantees student religious clubs the same access to high-school facilities as is routinely granted to secular groups.

But four years after the act's passage, the only agreement among those who oppose and defend students' right to meet voluntarily in school to pray is that lawsuits involving the act have raised compelling questions that need to be decided by the

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Also in the news

6 **A Strong 'No' Vote on Readiness Testing**
Early-childhood group cites "long-term negative effects."

8 **No 'Bandwagon' Seen For Tuition Plans**
Experts take the shine off Michigan tax ruling.

IN SUMMARY

'Dying on the Vine'?
The president of the National Education Association, asserting that lack of money has stalled school reforms, last week urged federal and state officials to join the union in a new reform initiative. **Page 4.**

A Boost for History Teaching
Declaring that it is time to "move beyond recommendations," the head of the federal humanities endowment has awarded $1.5 million for a new center to improve the teaching of history. **Page 4.**

'Professionalization'
A New York State task force on teaching calls for substantial change in training and licensure standards, and in the structure of schools themselves, to promote professionalization. **Page 5.**

Paying for Desegregation
Lawyers and federal appellate judges in the Kansas City desegregation case appear eager to find alternatives to controversial tax hikes ordered last fall to finance integration efforts. **Page 5.**

A Veto in West Virginia
Gov. Arch A. Moore Jr. has vetoed a $1.46-billion "fantasyland" state budget for next year—a move that sets the stage for three special legislative sessions likely to have a major impact on schools. **Page 9.**

Assessing Liability for Abuse
The U.S. Supreme Court, signaling its interest in the question of whether public officials are liable in child-abuse cases, accepts one and declines one in which the ruling was affirmative. **Page 11.**

A Bigger Share for Education
Under a House-approved budget plan, the Education Department would receive some $22 billion— $1.7 billion more than its current level, and $800 million more than the President sought. **Page 13.**

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ACROSS THE NATION

NATIONAL

Governors Receive Second Grant For School-Restructuring Projects

The Carnegie Corporation of New York has awarded $691,000 to the National Governors' Association for a project to help states restructure schools and the teaching profession.

The grant, announced this month, will enable the N.G.A. to continue its Restructuring Schools Project. The effort provides matching grants to states for initiatives in such areas as teacher testing, the state role in encouraging school innovation, and the recruitment of minority teachers.

Last year, Carnegie gave the association $890,000 toward the project. During the program's second year, the N.G.A. plans to work intensively with states on such issues as new roles for teachers and administrators, rethinking accountability systems, and assessing higher-order thinking skills.

A new competition for $100,000 in matching grants is expected to be announced soon.

STATES

Texas Board Mandates Discussion Of Evolution in Geology Texts

The Texas Board of Education has voted unanimously to require that geology textbooks approved for use in the state's high schools include discussion of the theory of evolution.

The requirement, contained in the board's textbook proclamation for the 1990-91 school year, marks the first time Texas has mandated that evolution be referred to by name in science texts.

The proclamation, a call for bids to provide textbooks, is used by publishers as a guide for writing texts to be considered for statewide adoption.

The state restricted discussion of evolution in its textbooks until 1984, when biology texts were last adopted.

Since then, requirements have called for information on "scientific theories of the origin of the universe."

The state's commissioner of education, William Kirby, told the board this month that the new requirement "is a matter of being more honest" about what textbooks contain.

"If we are teaching evolution, we ought to say that we are teaching evolution," he said.

Some Texas geology books have referred to evolution by other names, such as "extinction theory," according to a spokesman for the state board.

Textbooks are adopted every six years in Texas. The current proclamation covers geology textbooks to be ready for review in May of 1989.

■ **A proposal adopted by the Minnesota Board of Education would make it the first state to test students' knowledge of AIDS**, but a bill being considered by the legislature would prevent the board from requiring all districts to offer AIDS education.

The proposal, passed by the board last month, requires 6th- and 10th-grade students to be tested on their knowledge of the disease and the ways it can be prevented. The proposal also requires districts to offer instruction on AIDS and communicable diseases for grades K-12.

In the legislature, however, the chairman of the House education committee has said he backs a bill that would block the board's plan.

DISTRICTS

Report Criticizes Programs For Handicapped in New York City

A federal magistrate in New York City has concluded that school administrators there have made little progress toward complying with a nine-year-old federal-court order that they provide timely testing and placement of handicapped students.

In a strongly worded report, U.S. Magistrate John L. Caden said school officials had produced "nothing that can be called a substantial, determined, or even good-faith attempt to come into compliance" with the order.

His March 4 report was issued in response to a plan submitted by school officials in July as part of their latest effort to comply with the court's 1979 ruling.

In that case, *Jose P. v. Board of Education of City District of New York City*, a federal court found that handicapped students in the city's schools faced excessive delays in receiving special-education services.

The court ordered school officials to develop a plan for testing all students thought to be in need of special services within 30 days after their referral for evaluation. Students found to be eligible for such services, the court said, must be placed within 60 days under the plan.

The report is now being reviewed by a federal judge, who will determine how to force the district into compliance.

Veterans Awarded Back Pay From Montana School District

A federal appeals court has upheld a lower-court ruling granting three Montana teachers pay raises they would have received had they not served in the military during the Vietnam conflict.

The March 14 ruling by the U.S. Court of Appeals for the 9th Circuit upheld the decision last year by U.S. District Judge Paul Hatfield that granted the teachers a total of $51,005. The appellate court denied the teachers' request for $42,000 in interest on the lost wages.

The case stems from a 1977 decision by the Great Falls school district not to place the teachers on the salary scale they would have been on had they not resigned to volunteer for military service. During most of the Vietnam conflict, teachers were exempt from the draft.

The Montana teachers, Donald Lang, Kenneth Beck, and the late Michael Erickson, had been granted retroactive sick leave, vacation, and other benefits when they returned to the district in 1972.

The teachers did not file suit until 1985, a fact the court cited as the reason for not awarding them interest on the back pay. Judge Hatfield said Mr. Lang was entitled to $25,474, Mr. Beck to $9,199, and Mr. Erickson's estate to $16,332.

A federal law passed in 1940 provides that veterans who have served "satisfactorily" are entitled to reinstatement in their pre-service positions or similar positions. A 1946 U.S. Supreme Court decision held that veterans are also entitled to up to four years' worth of pay raises and benefits they would have received if they had not joined the military.

The U.S. Labor Department receives inquiries on about 16,000 cases a year involving employer disputes with veterans or reservists, including many teachers, a spokesman said.

Superintendent Jerry Weast said the district was not opposed to the teachers' receiving back pay, but went to court "to arrive at an equitable conclusion."

2 Mississippi Teachers Lose Jobs Following Rape Incident at School

A Magee, Miss., teacher has been fired and another has resigned following an incident in which two of their male high-school students allegedly raped a special-education student while several others watched.

The incident occurred Feb. 26 at Magee High School in a special-education study room adjacent to the study hall. John Grantham, the teacher supervising the study hall, was out of the room, said Charles Alawine, the school's principal.

The alleged victim's teacher, Mary Duckworth, had given the girl, who is 16, permission to go to the study hall, Mr. Alawine said.

The principal said last week that Mr. Grantham had resigned after being told by the Simpson County School Board that his only other option was being fired.

Ms. Duckworth, he said, was fired but has appealed the decision and will receive a hearing as required by state law.

The board voted this month to expel the two students charged with the rape. The boys—a 17-year-old and a 15-year-old—are being held in the county jail and will be tried as adults, Mr. Alawine said.

Four students who witnessed the incident were suspended for three days last week for not alerting teachers, the principal said.

■ **The Vermont Board of Education has voted to allow the town of Arlington to secede from the Southwest Vermont Supervisory Union,** which has been the target of state investigations for an alleged "ghost class" scheme involving teachers and administrators.

Residents of the town voted overwhelmingly in 1986 to break off from the union, the state's largest school-governing body. Jerry Eselin, Vermont's acting deputy commissioner of education, said that although residents "did not appreciate the problems of the union," the scandal over improperly awarded college credits for school employees had not been the primary reason for the separatist movement.

The town had "pretty much been operating on its own," he said.

Larger Vermont cities, such as Burlington and Rutland, maintain independent school districts, but Arlington's new status is unusual for a small town, Mr. Eselin noted.

The board agreed to allow the new arrangement for a three-year trial period, he said, adding that it had also urged the town to negotiate with nearby Sandgate and Sunderland to form a new supervisory union.

■ The Broward County, Fla., school board has rejected a proposal to include numerical marks with letter grades on report cards.

Student groups had argued that numerical grades would give parents a more complete picture of their children's performance under a new scoring scale that raised the standards for letter grades. Under a district policy that took effect this school year, students need, for example, a grade of 94 to qualify for an A.

Opponents of the proposal said numerical scores were unnecessary, and would be difficult to assign in some subjects.

RESEARCH AND REPORTS

Study Charts Attitudinal Clues To Likelihood of Teen Pregnancy

A teen-age girl's awarness of what future opportunities she stands to lose by becoming pregnant is a strong factor in determining who is most likely to become a young unwed mother, according to a RAND Corporation report issued last week.

The report, "Beyond Stereotypes: Who Becomes a Single Teen-age Mother?" describes the results of a survey of 13,000 high-school sophomores who in 1985 were asked the question: "Would you consider having a child if you weren't married?"

Of those who responded, 23 percent of the white, 29 percent of the Hispanic, and 41 percent of the black teen-agers said they would or might have a child out of wedlock.

A follow-up survey in 1987 found that those who initially ruled out the idea of pregnancy more successfully avoided it. Young women who had said they would consider pregnancy without marriage were two to three times more likely to have become single parents by the time of the second survey.

The survey found that black women who hoped to go to college had a dramatically lower nonmarital birth rate than their peers.

Based on interviews with the participants in the study, RAND researchers concluded that the attitudes of white teen-agers toward motherhood were most influenced by parents and the school peer milieu; those of Hispanic teen-agers were influenced most strongly by religious values; and those of black teens hinged on close parental supervision and a "conscious rejection" of the stereotype of young, black women as unwed mothers.

The survey is available for $4 from the RAND Corporation, 1700 Main St., P.O. Box 2138, Santa Monica, Calif. 90406-2138.

A Meeting of Leaders Past and Future

Former U.S. Chief Justice Warren E. Burger, left, discusses the importance of public service with state winners of the 1988 Century III Leaders program in Williamsburg, Va., this month. Those listening to Justice Burger are, from left, Nancy Sevier of Lanett, Ala., Jason Elliott of Piedmont, S.C., Michael Mercer of Linton, N.D., and Sang Kim of West Hartford, Conn.

Visiting the Sins of the Children Upon the Parents

When the new principal at Denison Middle School in Lake Geneva, Wis., decided to crack down on tardiness, he crafted a policy that was tough but fair.

Late students would face a 40-minute detention period after school—but their parents could serve the time if they owned up to causing the delay.

Since January, when the policy went into effect, seven parents—all mothers—have agreed to serve their child's detention, said Principal Erwin Roth last week. Twenty-one other parents have confessed but declined to serve time.

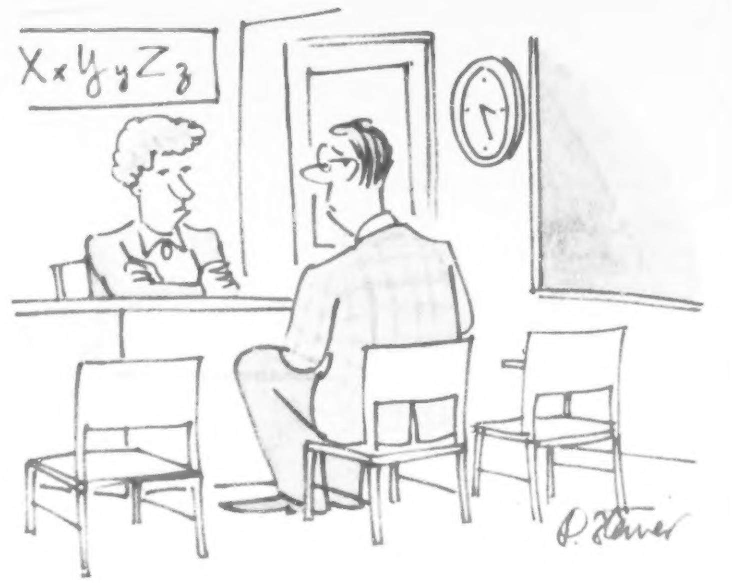
The idea, the principal said, is to stress parental responsibility and foster a sense of "the home, school, and community all working together."

Although there has been widespread support for the policy, Mr. Roth said the school board was divided "along sexual lines" over the issue. In a nonbinding vote rejecting the measure, the three women on the five-member board registered the fact, Mr. Roth said, that they "didn't like the idea of moms serving detention."

Mr. Roth plans to continue enforcing the policy, however, while trying to expand the penalty options available to parents. So far, the adult detainees have spent their sentences writing letters or copying recipes in a room away from the students, he said. But in the future, they might have the choice of chaperoning a dance, monitoring study hall, correcting papers, or performing some other, student-related function.

Mr. Roth expressed confidence that, as parents become more aware of their contribution to school progress, community involvement will grow as the tardiness rate declines.

And, he added, the board's concern that only mothers will volunteer their services may prove unwarranted. Last week, he was discussing the detention option for the first time with a father. —J.W.



Peter Steiner

UPDATE

■ A New Jersey appeals court has barred the state education department from implementing new rules that would ease the requirements for moving students out of bilingual classrooms.

Under the order issued by Judge Melvin Antell, the state cannot implement the regulations until a lawsuit challenging them is decided.

The rule change, which was scheduled to take effect this spring, would have allowed students to be placed in all-English classrooms on the basis of a single English-proficiency test.

At present, the state also considers additional test results and evaluations by teachers.

In two lawsuits filed last month, a consortium of school boards and the state's Public Advocate Department maintained that the policy would infringe on students' rights and was not adequately justified by the board of education. The proposal has also been opposed by other education groups around the state. *(See Education Week, Nov. 18, 1987.)*

Corrections

Due to a typographical error, a databank in the Feb. 24 issue incorrectly listed Utah's school-age population for 1986.

The correct figure is 416,000.

The name of the Los Angeles high-school teacher whose struggle to encourage students to achieve is portrayed in the new movie "Stand and Deliver" was incorrectly reported in the March 23 issue. The teacher's name is Jaime Escalante.

West Virginia Governor Vetoes $1.46-Billion Spending Bill

By Tom Mirga

Gov. Arch A. Moore Jr. of West Virginia has vetoed the legislature's $1.46-billion state spending plan for fiscal 1989, calling the budget a "fantasyland" that was "hastily contrived and ill-advised."

The Governor's March 19 action set the stage for a series of three special sessions with implications for the financing and operations of the state public schools.

First, lawmakers were expected during a one-day session last week to approve a bill that could temporarily ease the state's chronic problem of delayed aid payments to county school districts.

The measure would allow the Governor to borrow $50 million from the state's consolidated investment fund to make aid payments to districts, and permit him to pay back the loan by June 30, 1989.

In addition, the Governor has said he will convene two special sessions following May 10 primary elections for state House and Senate seats. The first session will be devoted to recrafting the budget; the second will focus entirely on school reform.

Reform Bill Died

A House-Senate conference committee reached an agreement on a far-ranging, 170-page reform bill at 11 P.M. on March 12, but it died when the regular session ended an hour later.

Senator Keith Burdette, who recently resigned as chair of the chamber's education committee to protest the Senate leadership's handling of the budget, said he expected the reform bill to "survive in some fashion" during the special session on education.

Governor Moore, meanwhile, has not outlined what reform initiatives he wants lawmakers to consider, deciding it would be better "not to tip his hand before he puts items on the call" for the special session, said John Price, his press secretary.

Unprecedented 'Outrage'

In his veto message, the Governor said the legislature's proposed budget generated an unprecedented "level of outrage expressed by West Virginians from all walks of life."

According to the Governor, the bill's appropriation for precollegiate education was "a sham to try and mislead the public."

Gov. Arch A. Moore Jr.

Although it "would appear to be an increased amount" over the current $755-million spending level, he said, it fell some $30 million short of the amount needed "just to meet basic requirements."

Under the state constitution, public education ranks second only to bonded debt in priority for state financing. Several weeks ago, the West Virginia Supreme Court declared the fiscal 1988 budget unconstitutional on the grounds that it failed to fund education fully.

According to a staff member of the Senate finance committee, it is virtually impossible to compare the Governor's budget request for K-12 education with either the $786 million approved by the legislature or this year's funding level because they do not include all of the same programs. For example, the Governor's office cites his fiscal 1989 request for precollegiate education as $772 million; the Senate finance panel, on the other hand, reports that it is $718 million.

$25 Million for Reforms

The finance committee aide noted that the vetoed budget plan would have authorized an estimated $25 million for the reform bill that died during closing minutes of the regular session.

According to Senator Burdette, the measure included provisions that would have:

- "Deregulated" education by forming school-based committees of adminstrators, teachers, and parents that would have designed their own curricula to meet the state's student-learning outcomes.
- Created a statewide testing program, with low-scoring students being retained in their grades if they failed to successfully complete a locally designed remediation program.
- Frozen county districts' current pupil-teacher ratios for two years.
- Implemented new standards for classifying children as either gifted or handicapped.
- Revoked the driver's licenses of dropouts under age 18.
- Toughened sanctions against the parents of chronically truant students.

"I believe the crux of this package will survive in the special session," the senator said. "Nobody knows what the Governor plans to propose, but I suspect we'll incorporate as much of it as makes sense."

More Join Finance Suit

In a related development, 31 West Virginia districts have joined 15 others in a suit that seeks to block a state circuit judge from carrying out his threat to redistribute property-tax revenues in the wake of voters' rejection this month of a proposed constitutional amendment.

On March 5, voters resoundingly defeated a ballot proposal that would have set a 90 percent "excess" levy in all districts. Special Judge Larry Cook, who oversees the state's ongoing school-finance suit, said last year that he would order the tax redistribution if the amendment was defeated.

The state supreme court is expected to rule on the matter before June 30, the date that Judge Cook has set for his action.

State Tax Systems Hurt Poor, Study Finds

State sales, tobacco, and gasoline taxes consume 5.4 percent of the incomes of the nation's lowest-earning families, but 2.5 percent or less of the incomes of those earning more than $66,000 annually, a new study reports.

The study, a joint effort of the Institute on Taxation and Economic Policy and Citizens for Tax Justice, a watchdog organization, argues that only by increasing their reliance on taxes based on income—primarily personal and corporate—can states make their tax structures more progressive.

Currently, according to the organizations, the average statutory state and local sales-tax rate is 5.6 percent. If states attempted to broaden the base of goods and services taxed—as Florida and others have considered—the average rate required to achieve comparable revenue would fall to 3.5 percent, their report says. But that form of broadened taxation would continue to have the greatest effect on those with the least income, it argues.

The groups contend that some form of progressive tax-rebate scheme, combined with greater reliance on corporate and income taxation, offers the best hope of distributing tax burdens more fairly.

Copies of the report, which includes state-by-state listings of tax rates and characteristics, are available for $20 from Citizens for Tax Justice, 1311 L St., N.W., Washington, D.C. 20005.

Total Sales & Excise Tax Burdens by State

Shares of Income for Families of Four in 1987

Income (US avg.)	Poor $8,581	Middle $31,497	Rich $612,122	Rich Tax/ Poor Tax	Rich Tax/ Middle Tax
Mississippi	9.6%	5.2%	1.4%	14%	26%
Tennessee	9.3%	5.4%	1.6%	17%	29%
Louisiana	8.6%	4.8%	1.5%	18%	32%
Alabama	7.8%	4.2%	1.1%	14%	26%
South Dakota	7.7%	4.5%	1.3%	18%	30%
Oklahoma	7.6%	4.5%	1.3%	17%	28%
Utah	7.3%	4.6%	1.4%	19%	30%
Arkansas	7.1%	4.2%	1.1%	15%	25%
Texas	7.1%	4.2%	1.5%	21%	36%
Washington	6.9%	4.3%	1.6%	24%	38%
Illinois	6.4%	3.7%	1.2%	19%	32%
Dist. of Col.	6.2%	3.4%	1.2%	20%	36%
Arizona	6.1%	3.7%	1.3%	21%	35%
South Carolina	6.0%	3.6%	1.0%	16%	28%
Wisconsin	5.9%	3.6%	1.2%	20%	32%
North Dakota	5.9%	3.5%	1.1%	19%	32%
Missouri	5.9%	3.6%	1.1%	19%	31%
Minnesota	5.9%	3.5%	1.1%	19%	32%
New York	5.8%	3.5%	1.4%	23%	38%
West Virginia	5.8%	3.4%	1.1%	19%	32%
North Carolina	5.6%	3.4%	0.9%	17%	27%
Hawaii	5.5%	3.3%	1.0%	19%	31%
Indiana	5.5%	3.3%	1.0%	19%	31%
Idaho	5.4%	3.6%	1.1%	20%	30%
Maine	5.4%	3.3%	1.0%	19%	31%
Nebraska	5.4%	3.2%	1.0%	18%	30%
Nevada	5.3%	3.4%	1.1%	21%	33%
Ohio	5.3%	3.2%	1.1%	20%	33%
Kentucky	5.3%	3.0%	1.0%	19%	33%
Georgia	5.3%	3.0%	0.9%	16%	28%
Connecticut	5.2%	3.3%	1.3%	24%	39%
Iowa	5.1%	3.1%	0.9%	18%	31%
Virginia	5.0%	3.0%	0.9%	17%	29%
Florida	5.0%	3.1%	1.1%	23%	36%
New Mexico	5.0%	4.7%	1.4%	28%	30%
Michigan	5.0%	2.8%	0.8%	17%	30%
Colorado	4.9%	3.1%	1.1%	22%	35%
Rhode Island	4.7%	2.9%	1.0%	20%	34%
Pennsylvania	4.5%	2.8%	1.0%	21%	34%
California	4.5%	2.8%	1.0%	22%	35%
Maryland	4.4%	2.7%	1.0%	22%	35%
Wyoming	4.2%	2.7%	0.9%	20%	32%
Kansas	4.1%	3.2%	1.0%	24%	30%
New Jersey	4.0%	2.5%	1.0%	24%	39%
Vermont	3.8%	2.7%	0.9%	24%	34%
Montana	3.5%	1.7%	0.2%	6%	13%
Massachusetts	3.3%	2.0%	0.8%	23%	38%
Alaska	2.5%	1.2%	0.3%	13%	26%
New Hampshire	2.5%	1.4%	0.4%	16%	28%
Delaware	2.5%	1.1%	0.2%	9%	19%
Oregon	2.4%	1.1%	0.1%	5%	10%
U.S. Average	5.4%	3.3%	1.1%	20%	33%

SOURCE: Citizens for Tax Justice

An Editorial Opinion

Florida's Blackboard Jungle

In the wake of several widely publicized shootings in Florida schools and moves by school officials there to use metal detectors to stem the flow of weapons (see Education Week, March 16, 1988), *some Florida educators have asked legislators to consider changing the state's controversial new handgun law, which substantially eased restrictions on ownership. Following is a March 11 editorial on the subject from* The Orlando Sentinal. *Reprinted with permission.*

So you wanna be somebody, huh, kid? Why not pack a piece? Why, its the latest fad in Florida schools.

And does that surprise anybody? After all, it's now frightfully easy for adults to buy handguns—even carry them concealed. Last year, the Legislature, with Gov. Bob Martinez's blessing, took away local control over gun laws.

That was a silly mistake.

Among other things, the action sent a message that handguns are cool—something young people naturally pick up on. Carrying weapons legally has gotten a lot easier. Consider: Under a lax new law, nearly 100,000 adults have sought applications for permission to carry a concealed handgun. Almost a fifth of them already received their permits.

To no one's surprise, kids are taking pistols from their homes or acquiring stolen ones on the street. Then they show up with these killers in class. Just last month an assistant principal of a Pinellas County high school died a few days after a 15-year-old student shot him and another administrator, who is recovering.

Yes, some districts were having problems before with a few teenagers toting weapons. But what's scary now, in the wake of relaxed gun laws, is the proliferation of pistols in middle and high schools.

In other words, the problem isn't confined to inner-city neighborhoods where Saturday Night Specials are prevalent or to rural areas where hunting weapons are common. It is permeating all neighborhoods and involves kids with good grades as well as those with failing marks.

In Orange County, for example, four of the nine students expelled last year for carrying guns were from schools in middle-class neighborhoods. So far this year 11 students have been caught carrying guns. Nine were from "quiet" suburban schools.

In Volusia County, 11 students have been caught with guns this school year—up from only two instances the year before. This dramatic increase prompted the county school board to pass an emergency regulation this week that calls for principals to recommend expulsion for any student caught carrying a gun.

Duval County has taken an even tougher stance. There, school officials are using metal detectors on students—an action other school systems are considering. Why such a drastic tactic? Because the number of students caught with guns in Duval has almost tripled in two years: from 23 in 1985 to 63 last year.

Schools are doing what they can to rid themselves of guns. But this ugly phenomenon isn't likely to go away unless the Legislature does something to challenge the notion that carrying guns is okay.

At the very least, legislators should give back control of gun laws to local governments, which were tougher on issuing concealed-weapons permits. That's one way to curb a deadly plague of pistols.

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Extensive Tests In Indiana Make Teachers Uneasy

Officials Say Program Is a Necessary Reform

By Deborah L. Gold

An extensive standardized testing program being used in Indiana to screen students for summer-school remediation and possible grade retention has drawn fire from some teachers and parents and could face a legal challenge by private schools.

Other states have mandated systematic testing as part of their reform blueprints, and some use the tests as promotional "gates" in some grades or require remedial help for failing students.

But experts say Indiana's mandate may be the most sweeping in the nation, both in terms of the numbers of grades it includes and the extent to which results are used to require summer-school placement and retention.

Officials of the Indiana State Teachers Association say that early results from an informal survey of its members indicate that opposition to the Indiana Statewide Test for Educational Progress, known as ISTEP, is running "at about 99 to 1."

Teachers, they say, report that anxiety over the first administration of the test last

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Rich Miller/The Indianapolis News

Students took "ISTEP" for first time last month. State program costs $40 million.

Man on the Move

Bennett Road Show Blends Politics With Policy

By Julie A. Miller

A funny thing has happened since William J. Bennett became Secretary of Education in 1985: The head of a small agency President Reagan had marked for extinction has become one of his most visible Cabinet members.

"Certainly, what Bill has done as Secretary of Education is raise the profile of the position," says Republican Party Chairman Frank Fahrenkopf. "He's raising issues that Democrats and Independents and Republicans have to meet and discuss. It's not only helpful to the Republican Party, it's helpful to the whole system."

Mr. Bennett makes no secret of the fact that he enjoys using his post as a "bully pulpit." He has devoted a great deal of time and energy to public speechmaking, and commands headlines by making controversial statements on a variety of topics, including some connected only tangentially, if at all, with education.

He has criticized fellow Republicans for not supporting President Reagan more forcefully amid the Iran-contra revelations. And he played a key role in convincing Douglas H. Ginsburg, the U.S. Supreme Court nominee last fall who admitted to having smoked marijuana, to withdraw from consideration.

Some observers tout Mr. Bennett as a rising star in the Republican Party, crediting him with recasting education as a Republican issue and serving as a strong voice on a variety of subjects, from AIDS to contra aid.

But his critics say he has overstepped the bounds of his office and neglected its tradi-

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'Computer Competence' Still Rare Among Students, Assessment Finds

By Robert Rothman

WASHINGTON—Despite a "meteoric rise in the popularity of computers in education," relatively few students are knowledgeable about computer applications and programming, the first national assessment in the subject has found.

A report on the findings, released last week by the National Assessment of Educational Progress, notes that most students "like using computers and want greater access to them."

Those who have such access, it says, are likely to develop computer competence—particularly if their study of computing at school is reinforced by computer use at home.

The importance of home practice, it says, explains in part "clear racial/ethnic differences in computer competence" that favor more affluent white students over their black and Hispanic peers.

The study also found that many school computer coordinators consider themselves inadequately prepared to teach computer science.

"Some people may be alarmed at what we found, others may be encouraged," said Archie E. Lapointe, NAEP's executive director. "The answer depends on where we think America should be in the year 2000 and beyond with respect to computer competence."

"It depends on whether we think all, most, or some students should graduate from

Continued on Page 20

School Research Too Impractical, Finn Tells Group

Calls 'Usefulness' Key To More Federal Funds

By Julie A. Miller

The U.S. Education Department's research chief last week urged education researchers to focus on studies with "practical value" and seek broad support from other educators to secure more federal funding.

"In spite of decades of trying," asserted Chester E. Finn Jr., the department's assistant secretary for educational research and improvement, "our field has not yet succeeded in persuading many people, save for our own fraternity members, of course, that education research is valuable or worthwhile except in situations where its work is palpably joined, in ways that any layman can understand, to real life issues, problems, and dilemmas."

Mr. Finn's remarks were contained in a sharply worded speech prepared for delivery at the annual meeting of the American Educational Research Association in New Orleans.

The assistant secretary said he was doubtful that researchers would change the focus of their agenda and "make common cause" with the broader community of educators and policymakers.

"I find it entirely plausible that the education-research community would rather maintain its purity and preserve its traditional culture, even though that likely destines most of its members to relative poverty, obscurity, and irrelevance," he said.

A number of prominent researchers have criticized Mr. Finn's focus on applied research and dissemination as narrow and simplistic, and have charged that the Reagan Administration is to blame for education research's lack of funding and credibility.

But Mr. Finn maintained that he has done all he can to champion support for research,

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The Secretary previews his update of *A Nation at Risk*, and urges Catholic schools to educate the "worst."

9 **N.E.A. Affiliates Campaign For Teacher-Licensing Boards**
But the union has had little success in persuading state lawmakers to hand control of licensure panels to teachers.

15 **Dispute Over Research Center Upsets Vocational Educators**
As Ohio State and a California consortium battle in court for a $30-million grant, school officials fear a loss of services.

A Seattle Principal Defies the Conventional Wisdom

Shrinks Class Sizes, Drops 'Labels'—Pays a Price

By Lynn Olson

SEATTLE—When Principal Levaun Dennett looked at her elementary school's test scores in the spring of 1985, they showed a bleak but familiar pattern.

"More of our black kids scored in the bottom ranges of the California Achievement Test," she recalls. "More of our free-lunch kids were in the bottom ranges."

"More of our special-education kids were black," she continues. "More of our kids who were having trouble were boys."

"It was the same pattern that everybody else was talking about," the principal says. "We were pulling kids out for special education, we were pulling kids out for Chapter 1 remedial education, we were pulling kids out for special-needs instruction, and it wasn't working."

"The kids who were in trouble," she notes, "were the same kids who had always been in trouble."

From the Bottom Up
An occasional series on school-based reform

Unwilling to let the dispiriting cycle of failure continue, Ms. Dennett and her teachers have spent the last three years creating a school here in which all students can succeed.

At the restructured Montlake Elementary School, there are almost no "pull

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Barry Wong/The Seattle Times

Principal Levaun Dennett.

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Education vs. Religion?
Despite a conflict with church teaching against contraception, Roman Catholic educators have decided to include information about the use of condoms in a new curriculum for AIDS education in church schools. **Page 4.**

Popularity Doesn't Count
Even though mathematics is popular with students and they think it is important, a new national assessment shows that few 7th and 11th graders are able to perform well on tasks requiring skills beyond simple calculation. **Page 6.**

Call for a New Curriculum
The head of the National Science Teachers Association has urged U.S. schools to emulate schools in China and the Soviet Union by providing more intensive instruction in biology, chemistry, and physics for all students. **Page 7.**

Campaign for Literacy
In an effort to increase the basic-skills levels of school-age children, the organizers of Project Literacy U.S. have broadened their campaign against adult illiteracy to include a project to promote literacy among young people. **Page 8.**

A Ruling on Interest Charges
The U.S. Supreme Court has ended a lengthy battle by letting stand an appellate-court ruling that allows the Education Department to charge school districts interest during litigation over allegedly misspent federal grants. **Page 15.**

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FORUM

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ACROSS THE NATION

STATES

Pay-Supplement Rules Illegal, New York Appellate Court Says

New York State regulations that make some school administrators eligible for special salary supplements but deny eligibility to others violate the U.S. and state constitutions, a state appellate court has ruled.

In upholding a lower-court ruling, the appellate court said last month that the rules governing the state's Excellence in Teaching program—through which districts can receive extra aid to boost teacher salaries—deprived the excluded educators of their rights to equal protection of the laws.

The regulations limit eligibility for the supplements to school employees who are in the same collective-bargaining unit as teachers.

But according to the New York State Federation of School Administrators, which filed the suit challenging the rules, administrators and supervisors in some districts belong to teachers' unions, while their counterparts in other districts do not.

The distinction was "arbitrary," the group argued, and thus illegally discriminatory.

The appellate court agreed. "The regulation is facially invalid," it held, "in dictating a discriminatory distribution of finite, predetermined apportionments based upon a criterion irrelevant to any plausible statutory purpose."

State education officials have decided not to appeal the ruling, a lawyer for the education department said last week. New regulations will be written, he said.

Illinois Provision Constitutes Age Discrimination, 2 Suits Charge

A provision of an Illinois law that allows school districts to revoke teachers' tenure when they reach the age of 70 is being challenged in court by a federal agency and a former teacher.

In separate suits filed in federal district court last month, the U.S. Equal Employment Opportunity Commission and the former teacher, Russell B. Lundry, charge that the provision violates federal age-discrimination laws.

Mr. Lundry, who was hired by the Bourbonnais Elementary School District in 1969 and achieved tenure in 1971, was terminated by a vote of the school board in March of last year because he had turned 70, according to Allison J. Nichol, an E.E.O.C. lawyer.

But Jack R. Beaupre, a lawyer for the district, said Mr. Lundry's termination was based on his record as a classroom teacher and not on his age. "This school district has been trying to keep this man out of the classroom for 12 years," he said.

Mr. Beaupre said that under the terms of a 1985 consent agreement between Mr. Lundry and the board, the district was required to employ him as an assistant librarian until he reached the age of 70.

"Apparently, this whole school district has become a national test case, but this case has nothing to do with age discrimination," Mr. Beaupre maintained.

The E.E.O.C. suit names as defendants the state of Illinois and the Bourbonnais school board. Mr. Lundry's suit names only the school board.

Georgia Union Calls for Changes In Methods Used To Set Pay

A system designed to ensure that starting salaries for Georgia teachers are comparable to those in private industry contains flaws that have kept pay down, according to a new report by the state's largest teachers' union.

The system was adopted as part of the state's 1985 education-reform package.

Under the provision, the governor's office of planning and budget annually determines starting salaries for a number of occupations that require a bachelor's degree. From that list, the office computes the median salary for recent graduates and compares it with beginning-teacher pay to determine what raise is necessary to achieve parity.

In its report, however, the Georgia Education Association charges that many of the occupations included on the list actually do not require a bachelor's degree and that including them in the market survey limits starting pay for teachers.

"A narrowing of the list to only those occupations that are sure to require a four-year degree would improve the validity and reliability of the results," the report argues.

In addition, it says, teacher salaries would be higher if the state used the average, rather than median, starting salary of other occupations in its formula.

A spokesman for the G.A.E., an affiliate of the National Education Association, said last week that the union would push for the changes recommended in the report during next year's legislative session.

Panel Favors More Integration Of Handicapped Students in Pa.

A Pennsylvania task force has recommended that schools provide more opportunities for handicapped students to mix with their non-disabled peers, both inside and outside the classroom.

But the group's recommendations stop short of the "regular-education initiative" advocated by the state's secretary of education, Thomas Gilhool. That approach calls for nearly total integration of mildly handicapped children into regular classrooms.

The panel's stance represents a consensus reached after five months of debate, Frank Manchester, co-chairman of the 45-member group, said last week.

"We had some people who wanted integration of every handicapped child, and we had people who didn't want the state to do any more than they had already done," he said.

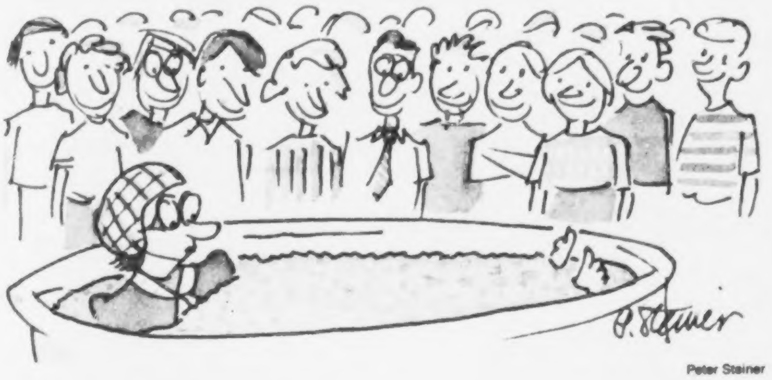
The task force, which was created by Mr. Gilhool, also urged schools to stop pinning labels, such as "mentally retarded" or "learning-disabled," on children.

It called for programs that would begin helping handicapped children at birth and for formal efforts to help disabled students make the transition from school to work.

■ **Public schools in Illinois will have fewer students by the year 2000, but more of them will come from poor and minority families,** according to a new study by the state board of education.

The study, released last month, estimates that by the turn of the century, 43 percent of the state's 1.7 million public-school students will be from poor families, up from the current 30 percent. The total minority enrollment is expected to increase from 33 percent to 42 percent, while the proportion of white students is expected to de-

Nothing Is Better for Thee Than Me



Peter Steiner

Last September, Principal Gail Thompson challenged her 220 kindergarten through 6th-grade pupils at the Doniphan (Neb.) Elementary School to read a total of 10,000 books in six months under the national "Book It" reading program.

Since that meant each student would have to read nearly two books a week, the bet seemed a safe one, she says.

But her students, envisioning a delicious victory, raced through the challenge in only five and a half months.

To the loser remained a less appetizing task: making good on the bargain she had fecklessly struck.

And so, one day recently teachers and students enjoyed a hot-oatmeal breakfast while Ms. Thompson, garbed in a 1920's-style bathing suit, hat, and goggles, immersed herself in an old-fashioned bathtub filled with the gooey stuff.

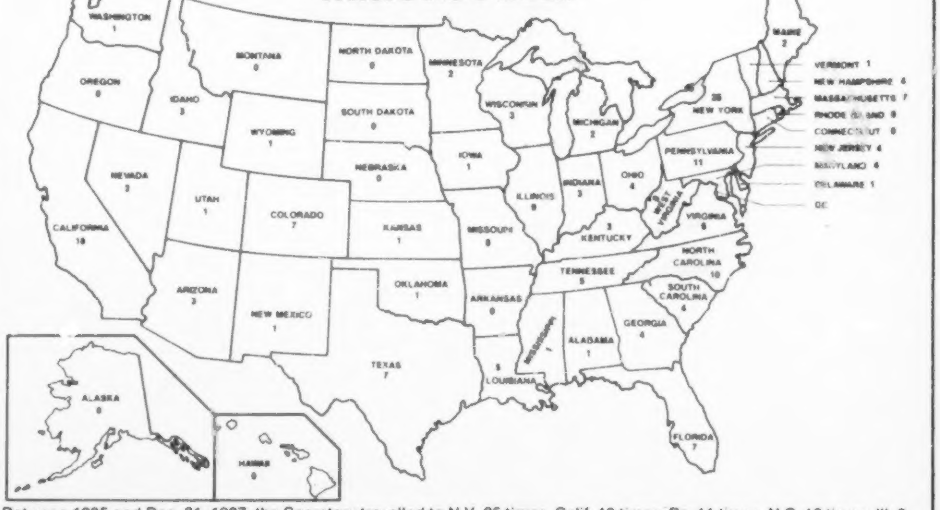
As part of the bargain, the spirited principal was to comply with students' requests that she read to them while wading in the concoction for four hours.

But she says that "most of the kids were too busy laughing or asking questions, so I didn't do too much reading."

Though her "soak" delighted everyone, including disbelieving parents who had come to watch, "the main thing," she says, "was that students got reading, they found they liked it, and they are still reading." —J.W.

Man on the Move: Bennett Forays Blend Politics and Policy

Mapping the Secretary's Travel: Where He's Been



Between 1985 and Dec. 31, 1987, the Secretary travelled to N.Y. 25 times, Calif. 18 times, Pa. 11 times, N.C. 10 times, Ill. 9, and Mo. 8. He had not been to Alaska, Ark., Conn., the Dakotas, Hawaii, Mont., Neb., Ore., R.I., or W.Va.

Continued from Page 1

tional constituency in favor of self-promotion and service as an itinerant preacher of the conservative gospel.

"I think he's done a very good job of keeping himself on the front page, but when you look at what he has done to improve education, the results are very slim," says Mary Hatwood Futrell, president of the National Education Association and one of the Secretary's favorite targets.

'That's Where Education Is'

Mr. Bennett's platform is less like a pulpit than a traveling revival, in which he carries his message across the country to Rotary clubs, chambers of commerce, and Republican groups, as well as to schools and their employees.

Mr. Bennett spent 73 days in 1986 and 77 days in 1987 on the road, according to records supplied by his office. Allowing for vacations, holidays, and weekends, that represents almost a third of his working days.

"That's where education is, out there in America," Mr. Bennett said in a recent interview. "I am a public servant. I work for the American people, and it's good for me to see them from time to time, to tell them what I think and hear what they think."

"Particularly in the area of education, unlike defense, the real work is going on outside the Beltway, not inside the Beltway," he said. "That's where the money is being spent, that's where the decisions are being made."

Reaching Other Audiences

But Mr. Bennett's travels do not always take him to the people making those decisions.

He makes almost as many speeches before audiences external to education as he does at schools, colleges, and education associations. Often, Mr. Bennett schedules one school visit amid a half-dozen political and other non-education events.

On a California excursion this winter, for example, the Secretary attended two Republican fundraisers, met with local journalists, and visited a high school. The visit to the high school, the principal confirmed, was arranged after the political functions were scheduled.

A month later, in Florida, Mr. Bennett visited two schools, but also attended three political gatherings and spoke to two business organizations. An invitation from the Soap and Detergent Association was the impetus for the trip.

Mr. Bennett's aides say that is not atypical, and that trips are driven by non-education events at least as often as by education-oriented meetings.

"I pushed him to go towards a big, general audience," says Mr. Bennett's press secretary, Loye W. Miller. "Rotary clubs are golden, the leadership of the community, real people, people who either have kids in school or did have and are a good, typical slice of the American electorate."

According to records supplied by Mr. Bennett's office, he visited 75 schools and 50 higher-education institutions from 1985 through 1987, and spoke to 40 local and national organizations with an education focus.

During that same period, he spoke at 63 Republican Party functions, including 15 appearances on behalf of specific candidates for office. He also spoke to 52 local business and civic organizations and about 20 miscellaneous gatherings, ranging from the International Association of Chiefs of Police, to Dallas Right to Life, to a "Sportscasters of the Year" dinner.

"They're Americans. They're parents. They're taxpayers," Mr. Bennett says. "It's not like I have to drag a Chamber of Commerce audience or a Soap and Detergent Association audience kicking and screaming to my topic. They're interested."

"I think I'm giving [the taxpayers] a more direct return than a lot of people," he says. "They see what I think, what I recommend, and they can take it back and apply it to their own schools. They get a discussion, and the life of America is ideas."

'Sharpened Debate'

Even some who disagree with him give Mr. Bennett high marks for keeping education in the public eye.

"I know this is unconventional among Democrats, but I think that his use of his office has, on balance, sharpened the debate," says Gov. Bill Clinton of Arkansas. "A lot of what he has said in calling for greater accountability has been a net plus."

"I don't think there's any question that public support for higher teacher salaries has to do with feeling that there will be more accountability," says Governor Clinton, who has been one of the country's most active state leaders on education issues. "That's an argument for continuing to have a gadfly in the bully pulpit."

"In terms of developing a vision of what the goals and purposes of education are, he's been quite successful, especially as regards the issues of content and character," says Albert Shanker, president of the American Federation of Teachers.

"Everybody has something to do with education, so I think it's quite appropriate to get business groups, parent groups aware of the problems of education," he says.

'A Certain Naiveté'

But many education advocates say they do not think education has benefited from Mr. Bennett's visibility.

"What does he do besides talk?" Ms. Futrell asks. "Does he work with community groups and education groups, and say, 'Let's sit down and talk about the problems of education?' "

"I don't think what education needs is stacks and stacks of criticism," comments Shirley M. Hufstedtler, who was the first Secretary of Education. "What it needs is an appreciation of how difficult the issues are, that there is no quick fix, how tough the job of a teacher is, and how little we reward those who do it."

"I don't think the public appreciation of these issues has improved," she says.

Mr. Bennett has shown "a certain naiveté" about the problems of education, according to Mr. Shanker.

"I don't think many people would disagree that kids should learn math and science," he says. "The question is, how do you get those who have never learned it to learn it? There was no golden age. In 1940, 80 percent of students never graduated from high school."

"There are schools that have all the traits Mr. Bennett is talking about and kids still aren't learning there," Mr. Shanker asserts.

'Basically Hostile'

And the A.F.T president concurs with other education advocates that the Secretary's direct attacks on the education community have been counterproductive.

"He is basically hostile to educators and educational institutions. You can just feel it and see it," Mr. Shanker argues. "It's very difficult for anyone to be secretary of labor if they are anti-union or secretary of commerce if they are anti-business or secretary of defense if they are anti-military."

"It's fine to use the office as a bully pulpit and to be critical when criticism is warranted," says Robert Atwell, president of the American Council on Education. "But the way he draws attention to the public debate has not been well-informed for the most part, and has been a polemic—as distinct from dialogue or reasoned commentary. It's headline-grabbing."

"Bennett has set himself up in opposition to what he believes to be the education establishment, and said, 'I don't work for them, I work for the American people,' " Mr. Atwell says. "That's nice, but I think it's more effective to work through and with the establishment in any field to bring about change."

'Enormous Education Needs'

Critics of the Secretary also point to areas in which they believe he has been remiss as the nation's top education official.

"Obviously, our styles are different—I believed my mission to be different than what he believes it to be," Ms. Hufstedtler says. "As far as trying to create cooperation between public and private education and the federal and state governments, I don't think he's tried to do that."

"The needs are so enormous and the resources so hard to get, it is important to stop as much as possible the antagonism between government and the parts of the education system," she concludes.

Several observers, noting that almost all Mr. Bennett's legislative proposals have been soundly rejected, say he should have worked more pragmatically to build credibility with the Congress.

'Greater Glory'

Others say Mr. Bennett's commitment to civil rights is insufficient. "This ought to be a major federal commitment, and it's one on which Mr. Bennett has been very soft," according to Mr. Shanker.

"He is, in my opinion, looking for greater glory," says Ms. Futrell. "He is using the office for self-promotion. When he gets involved in a nomination and the contra issue and gets into dropping bombs on South America because of drug problems, what message is he sending? It's 'I'm well-versed on other topics.' "

"Since when is it against the law for a Cabinet officer to promote himself?" counters Mr. Miller, the Secretary's spokesman. "When Bennett promotes himself, his department and education in general go along for the ride."

Mr. Bennett argues that he has the right and duty to speak up for the Administration's interests.

"I think some of my colleagues are too silent on some issues," the Secretary said in a meeting last year with journalists. "This may be my best job ever in public life. It's my shot, and I'm going to take it."

"The President is not upset, and that's really the only person in the Administration that means anything to me."

An Irate Senator

Senator Lowell P. Weicker, Republican of Connecticut, is among those who think Mr. Bennett has overstepped the bounds of his territory.

"Having been through Secretary Bennett's role as Surgeon General, now apparently he's Secretary of State," the Senator said last fall of the Secretary's trip to Nicaragua and his controversial statements about AIDS carriers.

Mr. Weicker, a longtime critic of Mr. Bennett's travels and the ranking Republican on the appropriations panel with jurisdiction over the Education Department, has sought for the past two years to reduce the Secretary's travel budget.

In 1986, angered by an E.D. proposal to reduce spending on travel by civil-rights investigators and increase Mr. Bennett's budget, Mr. Weicker said he "would be more impressed if the Secretary took care of the people who needed to be taken care of, rather than taking care of himself."

"I don't think the taxpayers appreciate that at all," he told Mr. Bennett at a hearing.

A spokesman for the Senator said last week that he declined to be interviewed on the subject until the appropriations panel holds its hearings on the 1989 budget in May, when Mr. Weicker is likely to renew objections to Mr. Bennett's use of his time and the government's money.

Travel Funding Elusive

However, because travel for all Education Department officials is included in one line item, along with a budget for supplies and salaries, there is effectively no way the Congress can force a reduction in Mr. Bennett's travel allocation, even if the "departmental management" item is cut, as it has been in some years.

Department officials estimate for their own purposes the amount the Secretary and his staff will spend on travel, but funds can be switched from one category to another.

"It never mattered to us what the budget was," says Bruce M. Carnes, deputy undersecretary for planning, budget and evaluation.

According to department officials, the amount allocated for travel by Mr. Bennett and his staff was reduced after the appropriations process only once, for fiscal 1987.

For fiscal 1988, when E.D. also received less than requested for "departmental management," the office's travel budget was actually increased $50,000 from the $90,000 the department had earmarked in an internal estimate made for its 1988 budget proposal.

Much of the money is spent by other officials in the Secretary's office who travel to promote such programs as Mr. Bennett's anti-drug crusade.

Expenditures Up

Mr. Bennett himself spent $36,100 on official travel in fiscal 1987, up from $24,100 in 1986.

By comparison, his predecessor, Terrel H. Bell, spent $12,200 on travel in 1984, his last full year in office.

But the total cost is higher, as those figures do not include expenses of aides who accompanied either Mr. Bennett or Mr. Bell.

Travel expenses for Mr. Bennett's bodyguard run as high or higher than the Secretary's, according to Mr. Carnes.

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And the official totals do not reflect expenses picked up by the Republican Party.

If the Secretary makes a trip entirely for partisan political purposes, Administration policy requires the party to pay for it. When a trip involves both official functions and Republican events, the cost is prorated according to the number of hours the Secretary spends at each activity.

Because Mr. Bennett's political activities vastly outstrip Mr. Bell's, the disparity in the actual cost of their travel—although not the cost to the taxpayer—is much greater than expenditure records show.

Mr. Bell says that almost all his travel was to education conferences or connected with disseminating the findings of *A Nation at Risk*. He appeared at very few political events, he says.

"I think I did three or four over the years," he recalls. "Mr. Bennett would be greatly in demand by the conservatives, and obviously, I wasn't."

Ms. Hufstedtler says she did a great deal of traveling during her brief tenure to promote the brand-new department, and she made political appearances on behalf of former President Jimmy Carter. But she did not appear at party fundraisers and spoke only before education organizations.

Other Agencies

A survey of federal agencies suggests that Mr. Bennett travels more than some comparable Administration officials, but less than others.

Secretary of Health and Human Services Otis R. Bowen, who oversees a much larger agency, spent only $5,700 on 16 trips in fiscal 1987, when Mr. Bennett spent $36,000.

Samuel R. Pierce, who heads the Department of Housing and Urban Development, spent about $4,900 in 33 days of travel that year.

Their spokesmen say they make very few political appearances and virtually no appearances before general audiences.

While Secretary of Agriculture Richard E. Lyng spent more days on the road than did Mr. Bennett in 1986 and 1987, he made a third as many political appearances, and almost all were on behalf of specific candidates.

"I can't remember him ever addressing a group unless it had an agriculture focus," says a spokesman, Betty Stern.

Interior Secretary Donald P. Hodel travels about 100 days a year and budgeted $100,000 for official travel in 1988, says his spokesman, David Prosperi. Mr. Hodel occasionally speaks to a general audience and he makes at least as many political appearances as Mr. Bennett, according to Mr. Prosperi.

"They're definitely two of the top draws," he says.

Several local Republican officials say former Secretary of Transportation Elizabeth H. Dole was also quite popular as a speaker, but a department spokesman failed to supply details.

'Willing To Appear'

Mr. Fahrenkopf confirms that Mr. Bennett is one of the most sought-after Administration officials.

"He's a very articulate individual who does a marvelous job in public speaking," the party chairman says. "But you also have to tie that in with [the fact that] most Republicans—and not just Republicans, I think he's also in great demand with service clubs and others—are always concerned about education."

Local Republican officials who have hosted Mr. Bennett also say he is a big draw.

"He is, I believe, one of the most-traveled Cabinet secretaries, and from our standpoint, one of those who is most willing to appear at these sorts of events," says John Fabrega, an official of the Florida Republican Party.

Many local officials who have hosted Mr. Bennett say they asked him to speak because he was already planning a trip to their area. But they also agree that he is a big draw for them because of his visibility in the media.

"They've heard I might say something interesting or controversial," Mr. Bennett says. "I think I have an advantage in that people are interested in the topic, but I also don't go there with a speech that's 12 pages, written by somebody else, which I'm reading the second time. I go and talk. I like direct talk and stories and sharing my experience, putting it up against theirs."

Positioning Himself?

In addition to local appearances, Mr. Bennett has also been asked to speak at several large, regional Republican Party gatherings, such as a recent weekend retreat for Republican Congressmen, where he spoke on "Education Reform and the 1988 Election."

Some observers say Mr. Bennett's political activity and his propensity for speaking up on non-education topics constitute a campaign to position himself for a run at elected office.

"We've said for some time that he is positioning himsef to say to people, 'I am available for higher office or for a different position,'" Ms. Futrell says.

Several conservative political columnists have mentioned Mr. Bennett as a potential political candidate—even, possibly, a Presidential candidate—and speculation on his political future has been grist for the Washington rumor mill.

At a Senate-House conference last year on the pending trade bill, Representative William D. Ford, Democrat of Michigan, complained that a certain Bennett proposal would not take effect until 1992, adding, "I don't know if he still intends to be Secretary then."

"No, no. Everybody knows he wants to be President," replied Senator Robert T. Stafford, Republican of Vermont, evoking bipartisan laughter.

"I've never talked to him about whether he would seek political office, but I think he certainly has the tools," Mr. Fahrenkopf says. "He has the intellect, he's very articulate, and education is a critical issue."

"There's no question that people in the Republican Party—and I happen to be one of them—think Bill Bennett is a man of tremendous talent and hope he would give serious consideration to seeking public office," he adds. "I think he would be a formidable candidate."

Mr. Bennett has said that he might be interested in a governorship or a Senate seat, and that he would consider a Vice Presidential nomination if he were offered one.

But he insists that his activities as Secretary are not driven by a desire to run for office and that he makes political appearances purely to help the party.

"The success of the Republican Party is tied to the future success of this country," he says.

"My name recognition is already pretty good," he adds. "If you sat down and decided that what you wanted is name recognition, what you would do is to maximize your times on television, not travel around the country, doing local things. So that's not the objective."

But Mr. Bennett's travels include many local press conferences and interviews, and often land him a spot on the evening news and coverage in local newspapers. His travel records show that he gave about 50 interviews to local media between 1985 and 1987.

Later? Or Sooner?

But several officials close to the Secretary say they do not think he would accept the severe limits elected office would place on his privacy and the demands it would make on his time.

[illegible] although he is well received by [illegible] audiences, Mr. Bennett does not appear to be in his element when called upon to mingle with a crowd. He tends to make a quick exit after he has delivered his speech.

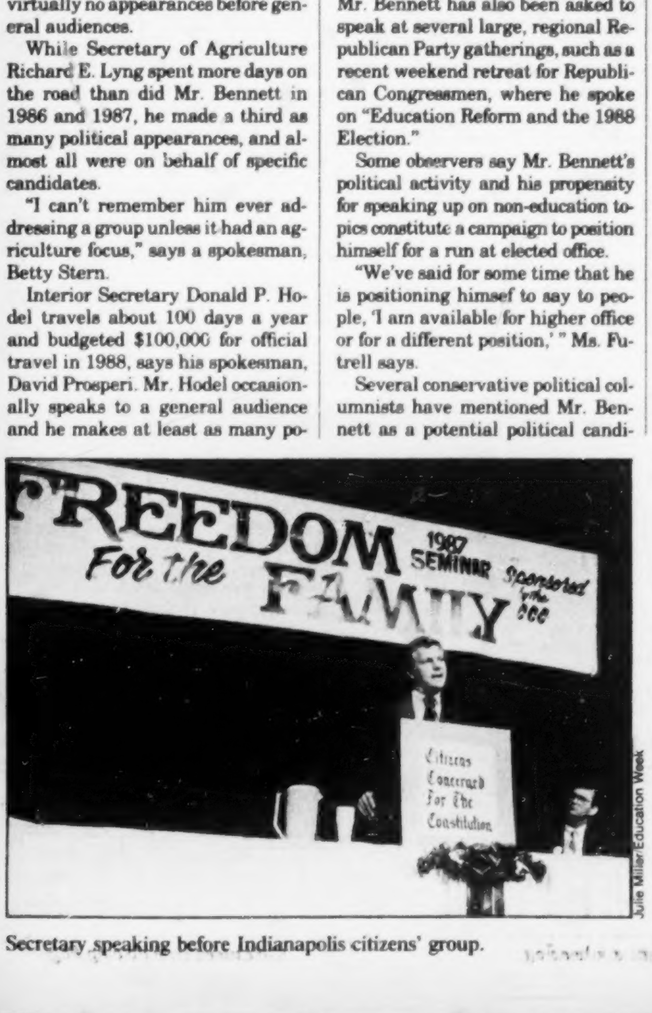
"Small talk I'm not good at. Never have been," Mr. Bennett says. "I'm always saying to my host or hostess, 'Can we start? Can we start?'"

"Some [events] are really a pleasure," he says, and "some turn out to be a pain, because people are grabbing at you and pulling at you and having your picture taken, and when you get up to give your remarks, you're blind."

But Mr. Bennett clearly enjoys the limelight.

"People ask me, 'How can you stand the criticism?' But I really enjoy my job. The truth is, it's a thrill," he says. "The opportunity to have a conversation with the American people about things that matter to them is an extraordinary opportunity."

"I certainly enjoy public life, and I'd like to get back into public life," the Secretary muses. "But probably later than sooner."



Julie Miller/Education Week

Secretary speaking before Indianapolis citizens' group.

On the Road Again: Travels With Bennett

Julie Miller/Education Week

Bennett at Cardinal Gibbons High School in Ft. Lauderdale, Fla.

Staff Writer Julie Miller hit the road to cover Secretary Bennett's activities on recent trips to California and Florida. Following is her account:

Thursday, 8 p.m.; the Mariott Crocker Center Hotel, Boca Raton, Fla.

By the time his small entourage sweeps in, about a hundred people have arrived at the state Republican Party's $50-a-head reception featuring Secretary of Education William J. Bennett, who is beginning a six-day excursion in Florida.

Mr. Bennett is introduced as "the John Wayne of education," but he begins by talking about something else.

"The freedom fighters are on my mind," he says, referring to the Nicaraguan rebels and an upcoming vote on contra aid.

Mr. Bennett has gathered a trove of tales in his travels, and employs at least one proven crowd-pleaser in every "stump speech." When the audience is nonpartisan, he usually selects an anecdote about public-school students. But when the audience is Republican, he often uses a story he was told during a visit last year to Nicaragua.

A Nicaraguan child was assigned to write a paper about three people who had done great things for mankind, Mr. Bennett says. He wrote about Albert Einstein, Louis Pasteur, and Jesus Christ, but received no credit because "in the new Nicaragua, the only correct answers are Lenin, Marx, and Engels."

"This is not a system of education, it's a system of indoctrination," the Secretary says.

He says another Nicaraguan told him "the man on the street in Nicaragua believes that policy is created in Moscow, developed in Havana, and implemented in Managua."

"I'm very pleased that the Republicans have reclaimed education as an issue," he says next, adding that "we must ask how we can improve without spending more money."

"The problem is that we need to spend more wisely," he argues, calling for more accountability for educators and pay scales that reflect results. "There are worse penalties for serving a single rotten hamburger than for giving a hundred children a rotten education."

In response to questions, Mr. Bennett says he supports the controversial Paterson, N.J., principal Joe Clark, tough anti-drug policies, cracking down on student-loan defaulters, and parental choice.

"I believe in public schools," he says, "but if they are failing, we should give parents another choice."

"Bill Bennett's very popular down here," says John Fabrega, a state party official, commenting on the audience's favorable response.

□

Officials in southern California said much the same thing when Mr. Bennett visited there in December.

"For their thousand dollars, they get access to high-level people in the Administration, like Bill Bennett," said Joe Irvin, a state Republican official, at a Los Angeles luncheon for faithful contributors. "That's the way it is in politics."

"He did very well for us," added Richard Warmuth, the party's special-events coordinator, commenting on the turnout.

Mr. Bennett touched on many of the same topics in Los Angeles that he addressed in Boca Raton, and the response was similar.

Particularly impressed was a row of well-dressed women, who nodded and exclaimed, "Exactly right!" throughout his speech.

"I think he's wonderful," said one. "He's an excellent speaker, and a very pragmatic person who sees things as they are. I don't know what he thinks about it, but I would like to see him run for something."

8:45 a.m. Friday; the Boca Raton Hotel and Club.

Thousands of Soap and Detergent Association members are eating breakfast in the ballroom of the swank resort as the morning's scheduled speaker arrives.

"They forged a division out of glycerine and fatty-acid products, and made it what it is today," an association official is saying, presenting a service award before he introduces Mr. Bennett.

There's a lot of ground to cover between fatty acids and education. But the Secretary likes to carry his message outside the education community, and his self-described conservatism plays almost as well here as it did at the previous night's Republican reception.

"Everybody has a child, or knows a child. Or in Washington, where I come from, is a child," he says, using a favorite opening.

"I've seen the American child, and he can be educated," Mr. Bennett says, seguing into an anecdote.

The story concerns a 3rd grader at a Raleigh, N.C., school Mr. Bennett visited in 1985. The child asked him whether it was true that Reagan Administration officials ate jelly beans

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On the Road With the Secretary

Continued from Page 17

when they got together for meetings "in the cupboard."

Yes, it is true that Mr. Reagan passes jelly beans to his Cabinet members, Mr. Bennett said. "And I've had a few."

"You've had more than a few," the child told Mr. Bennett, who is 6'2" and not lean.

"He knows he has a right to take a shot at the Secretary of Education. That's what America is all about," Mr. Bennett tells the detergent makers as the laughter dies down. He suggests that the Soviet leader Mikhail Gorbachev should have been taken to some elementary schools.

In a similar vein, Mr. Bennett tells the conventioneers that if he could eliminate an impediment to education, he would choose puberty.

But he also talks more seriously about the characteristics of good schools and about exemplary schools he has visited; he reiterates his support for merit pay and more accountability for educators, again turning to the "rotten hamburger" quip.

And with that, Mr. Bennett leaves with his entourage, which this time includes Bruce M. Carnes, deputy undersecretary for planning, budget and evaluation, as well as the Secretary's bodyguard and regional E.D. officials.

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Vince Maiorany, the bodyguard, is the one permanent fixture in Mr. Bennett's retinue. The former District of Columbia police officer travels in advance of the Secretary to make preparations and accompanies him on every trip.

He is actually shorter than Mr. Bennett, but he is armed and a formidable presence. He is taciturn, and surveys unfamiliar faces with professional suspicion.

"There have been a few incidents, but nothing we couldn't handle," is all Mr. Maiorany will volunteer about his work.

He says he began working for the Education Department part time when Terrel H. Bell was Secretary, as one of several security men on call. Mr. Bennett began with the same system, Mr. Maiorany says, but came to use his services exclusively.

"I know how he wants things done. He likes continuity on the road," Mr. Maiorany says.

He admiringly terms Mr. Bennett "really dedicated," adding that "I've seen a lot of places."

12:45 a.m.; Cardinal Gibbons High School, Fort Lauderdale.

Mr. Bennett's star status is apparent as the entourage pulls into the parking lot.

The moment he emerges from his maroon Lincoln Town Car, he is surrounded by reporters, photographers, and beaming school officials.

The officials and Representative E. Clay Shaw, the local Republican Congressman, pose for pictures with the Secretary.

Then the entire crowd, at least 30 strong, trails behind as Mr. Bennett is led past welcoming banners to the classroom of Sister Laverne Farrell. Reporters and onlookers jockey for position around rows of desks as students gape at the spectacle.

As a handful of television cameras roll, Mr. Bennett attempts, with minimal success, to engage the obviously nervous students in a discussion about the Lincoln-Douglas debates. Having seen notes about the abolition movement on a blackboard, Mr. Bennett concentrates on the way the rival politicians approached the issue of slavery.

"Lincoln said slavery was immoral," Mr. Bennett says. "You can't make sense of democracy, of sovereignty by the people, without admitting the wrongness of slavery."

"What is the basic premise of democracy that bars slavery?" he asks, and a student answers correctly: "All men are created equal."

Then Mr. Bennett changes tactics, asking as he usually does during school visits: "What makes this a good school?"

"Students want to learn."

"Teachers take their subjects seriously."

"Is discipline strong?" he asks.

The students respond affirmatively, but do not elaborate.

"I think the cameras intimidated them," the Rev. Joseph Kershner, the school's principal, remarks as the cortege files out.

Next up is a tour of the facilities. The crowd flows upstairs and downstairs, past classrooms and athletic fields.

Mr. Bennett's visit ends in the school auditorium, where the students give him a standing ovation.

Representative Shaw praises the school briefly and introduces the Secretary, who does the same and talks about what makes a school effective.

"As Tolstoy said, all happy families are alike," he says. "The same is true of good schools."

Students give Mr. Bennett token gifts, a ritual at school visits. He appears to be accumulating one of the nation's largest collections of too-small tee shirts and sweatshirts.

2 p.m.; Boyd Anderson High School, Ft. Lauderdale.

There is time only for a brief look at the empty school, whose students are on vacation, before a forum with parents.

School officials speak first, highlighting programs that receive federal aid. Then Mr. Shaw introduces the Secretary, who speaks very briefly before taking questions.

Most questions are deferential, allowing Mr. Bennett to plug the Education Department's AIDS booklet and get in a pitch for character education.

The audience applauds as he quotes the Dr. Seuss book, *Horton Lays an Egg*, which is about an elephant who is rewarded for his fidelity: "He meant what he said and he said what he meant. An elephant's faithful 100 percent."

The only confrontational question comes from a teen-ager, who reads a statement critical of the principal Joe Clark. She asks Mr. Bennett why he does not "tell us about principals who operate according to democratic principles."

"Thank you for your spontaneous question," the Secretary says testily, before answering that extreme methods are sometimes necessary.

At a news conference in another room, reporters asks him for his views on a U.S. Supreme Court decision upholding censorship of a student newspaper, on magnet schools, and on school-based day care.

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While Mr. Bennett is often challenged in Washington, where he frequently speaks to reporters and legislators, he is met on the road mostly with deference and applause.

His aides confirm that the exceptions to that rule tend to be college students and especially teachers' union activists, who criticize Mr. Bennett's proposals to cut the federal education budget—although he has backed away from that stance this year.

Such a protest occurred in December when he visited Los Angeles's Garfield High School, where the calculus teacher Jaime Escalante works the instructional magic portrayed in the new movie "Stand and Deliver."

Mr. Bennett sat in on one of Mr. Escalante's classes, watching the students perform impressively, then lauded the inner-city school's success at a meeting for parents and staff. Principal Maria Tostado interpreted for Spanish-speaking parents.

"This is indeed the American dream," Mr. Bennett said. "It's particularly important for what it says for the Hispanic children of America, about what is possible for them."

Then members of United Teachers-Los Angeles began asking about budget cuts, and Mr. Bennett's smile disappeared.

He said the department did not ask for a cut this year, the federal contribution to education spending is small, and the "problem isn't that we don't spend enough, but that we don't spend it well enough."

The teachers persisted.

"I find it a little difficult to accept that you come to praise this program while you want to eliminate the math and science [grant] program," Brian Wallace said.

"It's too bad that on a day to honor Garfield, someone has to put kitty litter in the punch bowl," Mr. Bennett snapped, contending that the figures the teachers cited were incorrect.

Jose Oyozco, a teaching assistant, stood up.

"I work with the 90 percent of the kids here who are illiterate, who don't know who you are," he said angrily. "That's the voice you should hear, not the 1 percent who are going to Wellesley."

Mr. Bennett offered several defenses, saying that Garfield students were statistically above average.

"If you visit failures, people ask why you don't see kids who are doing well," he said next, adding that he "spends a lot of time on the problems of disadvantaged kids."

Besides, Mr. Bennett said, "the nationally recognized success of some students has an effect on the others."

The Secretary left, and Mr. Escalante sped across the room to argue with Mr. Oyozco. Several parents took sides.

"Somebody's always got to spoil it," Mr. Bennett muttered as he exited.

3:15 p.m.; Ft. Lauderdale.

Mr. Bennett hustles back to his car because he has exactly two hours and 15 minutes to travel across the state to Tallahassee, where he is scheduled to attend a fundraiser for U.S. Representative Connie Mack.

Mr. Mack is running for a vacant Senate seat, and his campaign picked up the cost of flying Mr. Bennett to the event in a private plane. The same plane flies him from there to Naples, to spend the weekend with his family before resuming official appearances on Monday.

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Although the members of Mr. Bennett's entourage are all affected by a government-wide ceiling on reimbursable hotel rates, they are able to spend the weekend at the lush new Ritz-Carlton Hotel in Naples.

The Secretary addresses Collier County Republicans there on Monday, and the party picks up the excess expenses.

"I feel no obligation to not enjoy Florida," Mr. Bennett tells reporters who ask if he is there on vacation.

But Mr. Carnes claims he got his sunburn doing paperwork by the pool, and two members of the entourage says they had to "sneak food upstairs" because their expense accounts would not accommodate the Ritz-Carlton's restaurants.

Noon, Monday; the Cape Coral Inn and Country Club.

The Southwest Florida Chamber of Commerce has invited local educators to attend its meeting, and the opening prayer asks God to "help us further education."

Mr. Bennett talks about the contras again, saying that contra aid was the issue that finally made him join the Republican Party. He delivers the line about the origin of Nicaraguan policy, and the jellybean anecdote.

He talks again about accountability and effective schools, and says he plans to propose legislation that would encourage states to adopt merit-pay systems.

"Excellence makes one feel good about the worth of the world," he says, quoting George Eliot.

Mr. Bennett mentions Garfield High School as an example of excellence, and says he has recommended Mr. Escalante for a medal, "because he's saving lives and he is an American hero."

He receives a standing ovation, and departs for a brief news conference. One reporter asks if he is interested in a Vice Presidential nomination.

"If the call comes, I'll certainly pick up the phone, but I won't be waiting by the phone," Mr. Bennett says. "I certainly enjoy public life, and I'd like to get back into public life, but probably later rather than sooner."

7:30 p.m.; the Ritz Carlton Hotel, Naples.

The Collier County Republicans have chosen Mr. Bennett as the featured attraction at their biggest fundraiser, the Lincoln Day dinner.

Before dinner, Mr. Bennett and his wife, Elayne, drink champagne and mingle with guests invited to a "V.I.P. reception" for especially generous party supporters, as a hired photographer snaps away.

The meal is as deluxe as the surroundings, from the artfully arranged exotic vegetables in the salad to the checkered, chocolate-covered mousse served for dessert, and is accompanied by piano music.

Mr. Bennett is preceded by a Lincoln imitator, who recites anecdotes from the President's life, and by Mr. Mack, who introduces a Russian man he has assisted in his quest to be reunited with his family.

The Secretary begins by talking about the Lincoln-Douglas debates in much the same terms he used the previous day at Cardinal Gibbons High School.

"To be identified with principle is to be conservative," he says. "No one has gone to hell for being conservative."

Mr. Bennett then quotes Lincoln: "As a nation of free men, we live forever or die by suicide."

He urges his party to stand behind "the defense of the West," and particularly the contras. "It's an involvment we cannot ignore," he says.

"This party has got the high road," Mr. Bennett says, explaining why he became a Republican. "My Democratic party was the party of John F. Kennedy, who said, 'We will bear any burden, pay any price. Soviet control of this hemisphere cannot be negotiated.' "

"After $250 billion in social programs, our children are worse off," he says, addressing the other issue he calls on the party to champion: "the nurture and protection of our children."

"We have neglected the most important tool we have for the raising of children. The family is the original department of health, education, and welfare," Mr. Bennett says.

He ends by urging parents to teach their children the difference between democracy and totalitarianism. One good way to tell is the "gates test," he says: "When you open the gates, which way do the people run, in or out?"

"One way of suicide is to not tell our children what it is we have," Mr. Bennett concludes, beaming in response to the audience's enthusiastic applause.

Some Sample Itineraries

Following are sample itineraries from trips taken by Secretary of Education William J. Bennett.

October 22-23, 1985; California.
San Diego Union Editorial Board luncheon
Young Presidents Association, Intern University, San Diego
Vietnam League of Orange County
Los Angeles Times editorial writers luncheon
The College Board National Forum, San Diego

January 13-14, 1986; Atlanta, Ga.
Spelman College convocation
Rotary Club luncheon
Atlanta Constitution editorial board
Reception at Omni Hotel
John Hope Elementary School
Martin Luther King Center
Atlanta Journal editorial board
Georgia Republican Foundation reception

August 25-29, 1986; Idaho.
Ririe Elementary School, Idaho Falls
Lunch with Chamber of Commerce, Idaho Falls
Ricks College, Idaho Falls
Steve Symms fundraiser, Idaho Falls
Republican barbeque, Idaho Falls
Steve Symms fundraiser, Boise
Press conference with Symms, Boise
Lincoln Elementary School, Boise
Lunch with Lions Club, Boise
Capital High School inservice program, Boise
Videotaping with Symms

February 25-26; Chicago, Ill.
LaSalle Language Academy
Executive Club
Chicago United
Dinner, University Club of Chicago
Republican breakfast fundraiser

April 15, 1987; Indianapolis, Ind.
Indianapolis Star editorial board
Citizens Concerned for the Constitution
Lunch with Governor Orr and state legislators

February 2, 1987; Jackson, Miss.
Northside Elementary School
Lunch with Rotary Club
Meeting with state Republicans

March 12-13, 1987; New Hampshire.
Lunch, Manchester Chamber of Commerce
Interview, Manchester Union Leader
Stratham Memorial School, Manchester
Woodman Park Elementary School, Dover
Meeting with Governor John Sununu, Dover
Meeting with Moultenborough Central School delegation at State capitol
Republican Northeast Leadership Conference dinner

July 29-30, 1987; Albuquerque, N.M.
Meeting with Governor Carruthers
New Mexico Republican reception
Conference with State Department of Education
Meeting with former Senator Schmitt
Albuquerque Rotary Club

September 24-25, 1987; Texas.
American Institute for Character Education
Reception for Representative Richard Armey
Dallas Right to Life
Breakfast with CEO's
Mary Kay Cosmetics
Arts Magnet High School
Young Presidents' Organization Western Area Conference.

Students Lack Computer Competence, Report Says

Continued from Page 1

school knowing about computers, what they can do, how to operate them, and how to program them," he said. "Currently, there isn't any consensus on these matters."

Harold Goldstein, a consultant to the National Institute for Work and Learning, a research group based here, said he did not view students' poor performance on the assessment as alarming.

A survey he conducted in 1985 found that more than 85 percent of workers who used computers had learned all they needed to know on the job.

"I'm not sure that training given in a general way, well in advance of actually using computers, is effective," said Mr. Goldstein, a former assistant U.S. commissioner of labor statistics. "A student may forget a lot of what he learned."

But Marc S. Tucker, president of the National Center on Education and the Economy, a Rochester, N.Y., research institute, said computer knowledge is essential for all students, regardless of the type of work they eventually do.

"If you view the computer as the most powerful intellectual assistant ever created," he said, "and assume that schools are giving kids the opportunity to gain some real skill in using this remarkable tool, then you are in for a disappointment" with the NAEP results.

The NAEP report is based on a paper-and-pencil test administered in 1986 to about 24,000 students in the 3rd, 7th, and 11th grades. The agency had planned to include questions involving actual computer use, Mr. Lapointe said, but the cost of providing enough computers proved prohibitive.

Nevertheless, he said, NAEP officials are confident about the reliability of the results. "Anyone who uses a computer would be able to answer the questions well," he said.

NAEP is a federally funded, Congressionally mandated project that tests students in reading, writing, mathematics, and other subjects every two years. It is administered by the Educational Testing Service under a contract with the Education Department.

Computer Applications

The assessment found that students performed poorly on questions about computer applications, including word processing, graphics, and the use of databases and spreadsheets.

While most 11th graders were able to identify word-processing functions—such as "search and replace," "insert," and "delete"—students in all grades "appear to have had difficulty in most categories," the report states.

On questions involving the use of databases to sort information, for example, 3rd graders averaged 30 percent correct, 7th graders averaged 44 percent, and 11th graders averaged 53 percent.

Students performed even less well on programming questions, in large part because they had had little experience in that skill, the report says. Students answered between 20 percent and 30 percent of the programming questions correctly, but two-thirds of those tested reported that they had never written a program.

On the other hand, the report notes, most students showed "some familiarity" with computers and had "some practical knowledge" about them. A majority of 7th and 11th graders, for example, could distinguish between hardware and software, and many students in all grades could identify the basic units of a computer.

Learning at Home

Students' performance on the assessment was closely related to their experience with computers, the study found.

"The relationship is both expected and reassuring: Students who take courses in computers are likely to be more computer-competent than those who do not," the report says.

However, it notes, students seldom use computers in subjects other than computing, and their use in most other subjects tends to decline over time.

For example, it says, while 53 percent of 3rd graders had used computers in mathematics classes, only 39 percent of 7th graders and 29 percent of 11th graders had done so.

The study also found that students who reported having computers at home—30 percent of all those tested—tended to perform better on the assessment than those who did not. Those with computers at home who also received instruction in computing in school performed best of all.

Moreover, the report notes, many of those with home computers said they had learned more about them at home than at school.

These findings suggest that schools may not be offsetting the advantages of children from affluent families—typically white—that can afford to own computers, noted Gregory R. Anrig, president of the E.T.S.

"This poses a special challenge to schools that serve minority youngsters," he said. "They have to overcome the advantages other students have. This can be done, and it ought to be done."

In addition to gaps in computer access between whites and minorities, the study found that male students were more likely than female students to have computers at home.

'Caught in a Storm'

The researchers also surveyed school "computer coordinators"—faculty members responsible for computer studies at the assessment sites. Many of those who completed a NAEP questionnaire expressed some doubts about their own qualifications in the field.

Only a small percentage of the respondents reported having majored or minored in computer science in college, the report says. But it also notes that "until recently, few universities offered degrees in computer science and that more than 80 percent of computer coordinators were over the age of 30."

Despite that lack of formal preparation, about two-thirds of the 3rd- and 7th-grade coordinators, and some 85 percent of the 11th-grade coordinators, rated themselves "very good" or "good" at using a computer.

But a third of the 3rd-grade coordinators, a fourth of the 7th-grade coordinators, and a 10th of those responsible for the 11th grade said they were inadequately prepared to teach the subject.

Many were not actually teaching computing classes at the time of the survey, the report notes.

"The computer age has, in a sense, taken the American educational system by storm," it concludes. "Many teachers, caught in that storm, found themselves inadequately prepared for the teaching about computers."

Copies of the report, "Computer Competence, the First National Assessment," can be ordered for $14 each, with a 50 percent discount for orders of three or more, from the National Assessment of Educational Progress, P.O. Box 6710, Princeton, N.J. 08541-6710.

Computer Use in Subject Areas*

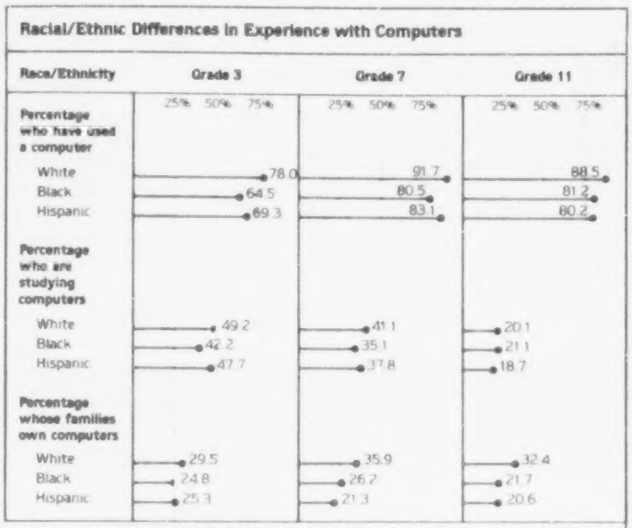
Have you used a computer in any of the following classes?	Grade 3	Grade 7	Grade 11
Math	53.0%	39.4%	29.1%
Reading/English	25.0	23.9	16.9
Science	12.8	11.6	15.4
Social Studies	11.7	10.2	4.6
Art	21.6	7.3	3.2
Music	16.9	7.0	3.9

*Column percentages may add up to more than 100% because multiple responses were possible.

Experience with Computers, by Type of School

School	Grade 3	Grade 7	Grade 11
Percentage who have used a computer			
Public	74.5	88.7	85.7
Non-public	78.4	91.4	88.3
Percentage who are studying computers			
Public	47.2	36.3	20.4
Non-public	54.8	51.8	21.9
Percentage whose families own computers			
Public	28.1	31.2	28.8
Non-public	33.4	45.5	43.6

Racial/Ethnic Differences in Experience with Computers



SOURCE: National Assessment of Educational Progress

Frequency of Computer Application Use

How often do you use a computer to	Almost Every Day	Several Times a Week	About Once a Week	Less than Once a Week	Never
		Grade 7			
Write Letters, Stories, Reports	3.4%	6.9%	12.5%	27.0%	50.2%
Make Graphs	2.2	3.5	6.5	14.8	73.0
Make a Database	1.5	2.4	4.1	7.5	84.6
		Grade 11			
Write Letters, Stories, Reports	4.4%	6.1%	8.5%	27.4%	53.5%
Make Graphs	1.4	2.0	4.3	13.3	78.9
Make a Database	2.2	3.4	3.3	8.5	82.7

Frequency of Computer Use in Subject Areas

How often do you use a computer to	Almost Every Day	Several Times a Week	About Once a Week	Less than Once a Week	Never
		Frequency—Grade 7			
Practice Math	5.7%	4.7%	9.8%	17.5%	62.3%
Practice Reading	3.1	3.8	5.9	8.8	78.4
Practice Spelling	2.8	3.3	7.8	10.0	76.1
Do Science Problems	1.9	2.9	3.1	6.8	85.3
Learn and Make Music	2.4	3.0	6.2	10.3	78.1
Play Games	19.4	15.4	16.3	24.6	24.3
		Frequency—Grade 11			
Practice Math	3.4%	3.0%	3.6%	12.1%	77.9%
Practice Reading	1.8	2.1	2.0	6.9	87.2
Practice Spelling	1.4	1.6	2.8	6.7	87.5
Do Science Problems	0.8	1.5	1.9	8.6	87.2
Learn and Make Music	1.4	1.7	2.2	9.0	85.6
Play Games	8.5	9.8	14.0	33.9	33.8

Sample Spreadsheet Questions

Pat has constructed the following spreadsheet to calculate the cost of supplies for a lemonade stand open from May through August.

	A	B	C	D	E	F	G
1							
2			COST OF LEMONADE INGREDIENTS				
3							
4			May	June	July	Aug	
5							
6	Sugar		$ 9.00				
7	Lemons		$12.00				
8	Bottled Water		$ 8.00				
9							
10	TOTAL BY MONTH		$29.00				

What should Pat do to calculate the total cost of lemons for all four months?

○ Calculate the average of cells C6 through F6
○ Calculate the average of cells C7 through F7
○ Calculate the sum of cells C6 through F6
● Calculate the sum of cells C7 through F7

Percent Correct
Grade 11
41.1

Computers Tallied By Census Bureau

A new U.S. Census Bureau study, based on four-year-old data, indicates more than a quarter of the nation's 45.6 million students used computers at school.

Private researchers have performed more up-to-date studies, but "Computer Use in the United States: 1984" is the first such document published by the federal government.

Copies of study—Series P-23, No. 155—can be ordered from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

4/21/88 R4800-2

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Textbook Rules Have Backfired, Report Contends

Says Policies 'Drained The Life' From Prose

By Robert Rothman

WASHINGTON—State policies aimed at improving school textbooks have, in fact, destroyed the quality of the books and made it nearly impossible for good ones to be produced and sold, the Council for Basic Education charged last week.

"The harder [state officials] try to regulate the content of textbooks," concludes a report released by the council, "the less useful textbooks become for their own students and students elsewhere in the country."

This problem has had profound effects on children's learning and love for reading, according to the report's author, Harriet Tyson-Bernstein, a senior research associate for the council.

"Much of what is in the textbooks is incomprehensible to me," she said at a press

Continued on Page 22

Pam Price/The Hartford Courant

Harriet Tyson-Bernstein

Big-City Gang Culture Spreading to New Turf

By Debra Viadero

The puzzling telephone calls began flooding the offices of community groups in Portland, Ore., last spring.

Parents were calling to report that their children had been beaten up by other youngsters for wearing red clothing. Residents were complaining that bands of teen-agers were harassing them and running drug operations out of rented houses.

Then graffiti, bearing the insignia of California street gangs, began to appear on fences and buildings.

The cause of the disturbances soon became clear: For the first time in the memory of police and community officials, Portland had a "gang problem."

That problem was dramatically illustrated this month in Los Angeles, a city long known as the nation's "gang capital." Police in that city, attempting to stem a tide of gang-related murders, conducted a

Continued on Page 18

David Leeson

Dallas officer with youths caught recently in "crack house."

Enrollment Decline in Los Angeles Tied to New U.S. Immigration Law

By Lisa Jennings

School officials in the Los Angeles area say they are seeing the impact of the Immigration Reform and Control Act of 1986 in a sharp drop in enrollments from projected levels for this year. And they say they are anticipating steeper declines next year.

Throughout Los Angeles and the surrounding county, where an estimated 40 percent of the nation's illegal immigrants live, only about 15,000 new students enrolled for this school year. More than 38,000 new enrollees were anticipated, according to county and city officials.

In a new report, school officials cite as the reason for the drop what Los Angeles County Superintendent of Schools Stuart E. Gothold calls the "immigration amnesty hypothesis." Mr. Gothold speculates that families uncertain about their chances for qualifying for permanent residency may be leaving the country or pulling their children out of school until they are more sure of their status.

"Of the reasons why these students are not enrolling, fear is high on the list," said Bob Grossman, a spokesman for the Los Angeles County schools. "Fear of deportation, and fear that their families will be broken apart." Many immigrant students

Continued on Page 15

Pesticides in Schools: Focus Shifting From Indifference to Concern

By Ellen Flax

Three years ago, whenever janitors or outside contractors used pesticides at her school, Faith Glerum, then a 5th grader, became very ill.

For two days after each application, her mother reports, the Glen Ridge (N.J.) Middle School pupil would get red blotches on her face, swollen ears, and a sore throat. And when janitors applied an extra dose of the pesticide diazinon to rid the school of roaches, she says, Faith lost her sense of balance.

Several years and countless arguments with school officials later, Gigi Glerum is still demanding that the officials provide a pesticide-free environment for her "chemically sensitive" daughter, now enrolled in another school district.

Ms. Glerum, along with other parents, school employees, and environmental activists nationwide, maintain that schools have become the unlikely dumping ground for highly toxic chemicals that have not been adequately tested by the Environmental Protection Agency for their potential health effects.

These critics have been joined by a growing number of federal, state, and local officials in arguing that the public, including school personnel, does not realize that pesticides have not been deemed entirely "safe" by the E.P.A., and that chemicals are frequently applied by individuals ignorant of their toxicity.

For those reasons, the critics say, pesticide use should be severely restricted around children, who have more vulner-

Continued on Page 20

Bennett Is Urged To Probe 'Dumbing Down' of Tests

By Robert Rothman

John Jacob Cannell, the West Virginia physician whose controversial study found that most students score above the average on normed achievement tests, has raised new questions about two widely used assessments.

In a letter sent this month to U.S. Secretary of Education William J. Bennett, Dr. Cannell charges that the California Achievement Test and the Stanford Achievement Test may have been "dumbed down" over the past decade.

Like his earlier findings, contained in a report last December, Dr. Cannell's new conclusions are based on his own research, and have drawn cautious responses from a number of academic experts.

The degree of difficulty in the reading-comprehension section of the 1985 CAT for 2nd and 3rd graders was a full grade level below that of the 1977 test, Dr. Cannell contends.

In addition, he states, an analysis of the Stanford test administered to 4th and 5th graders showed a "profound drop in expository-reading difficulty" between 1972 and 1982.

"If this is true," he writes, "it will have profound effects on the reading proficiency of American schoolchildren for years to come."

"Teachers use these tests to evaluate grade-level reading ability," he added in an interview last week. "These tests present a false reassurance of reading abilities."

Dr. Cannell suggested that the findings may help explain the seemingly "anomalous" results of the 1986 reading test of the National Assessment of Educational Progress. Those results, which showed inexplicably large drops in performance between 1984 and 1986, may in fact reflect actual declines in student abilities, he said.

Kathleen A. Bursley, vice president and counsel for Harcourt Brace Jovanovich Inc., the firm that publishes the Stanford test,

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Also in the news

Quakers Contemplate Mission of Schools
In an era of competition, they ponder traditional values of cooperation, social action, and peace.
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California Teachers Resist Acting as Nurses
Their union is lobbying for a bill that would prohibit them from providing medical services.
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U.S. Language Center Is Slated To Close
A center on education for disadvantaged children will replace it, federal officials say.
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IN SUMMARY

'Ambivalence' About Teachers
The massive quantity of recent state initiatives to upgrade the teaching force reflects an "acute ambivalence" among policymakers about teachers' proper status, a new report suggests. **Page 4.**

Promoting Local Support
A five-year project has succeeded in garnering new grassroots support for education through the creation of local school foundations in some 50 cities, an evaluation of the effort concludes. **Page 4.**

Science and Policymaking
A new, nonpartisan panel of leaders from science, government, business, and academe will look at ways in which policymakers can make better use of scientific and technical information. **Page 5.**

A Guide to School Districts
A forthcoming "consumer guide" aimed at families moving to new communities provides statistical profiles and effectiveness ratings for some 500 school districts in 50 metropolitan areas. **Page 6.**

Electronic Tools for Learning
Schools should reduce the "paper-and-pencil" emphasis of mathematics classes and enhance pupils' "power" by using calculators and computers in all grades, a task force says. **Page 9.**

Chiefs' Views on NAEP
A panel representing the chief state school officers has issued recommendations on the content and reporting procedures for an expanded National Assessment of Educational Progress. **Page 10.**

A Revamped Statistics Center?
Legislation pending in the Congress would refashion the Education Department's statistics center into a largely autonomous agency modeled on other federal data-gathering bureaus. **Page 14.**

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ACROSS THE NATION

NATIONAL

Andy Jackson? Rod Serling? No, Teacher of the Year

In his 7th-grade history classroom, he often assumes the identity of a historical figure, such as Andrew Jackson, or stages "Twilight Zone" episodes that allow students to recreate and alter an event from a bygone era.

Sometimes, his students pretend to be on the "Oprah Winfrey Show" as they discuss the nuances of a current event.

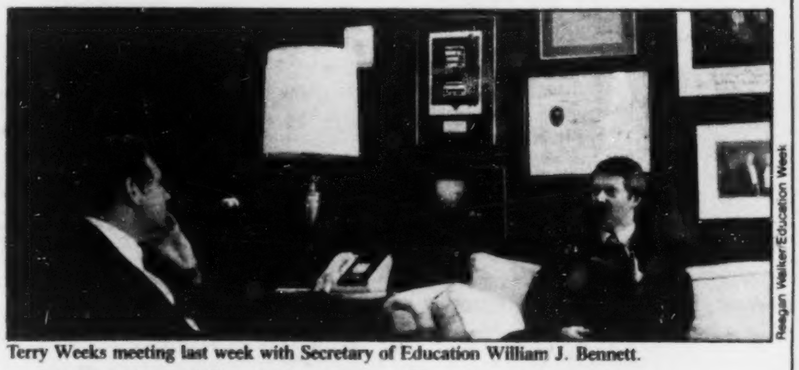
He is Terry Weeks, 37, the 1988 National Teacher of the Year.

Mr. Weeks, who teaches at the Central Middle School in Murfreesboro, Tenn., was in Washington last week to be honored at a number of ceremonies, including one in the Oval Office, at which President Reagan presented him with a crystal apple, the traditional symbol of teaching.

Mr. Weeks was chosen from among the nation's more than 2.5 million elementary and secondary public-school teachers for the 37th national teacher award.

The award is sponsored by Council of Chief State School Officers, the Encyclopaedia Britannica Companies, and Good Housekeeping magazine.

Beginning in June, Mr. Weeks will spend a year traveling across the country to speak before numerous professional and business groups and civic organizations.


Reagan Walker/Education Week

Terry Weeks meeting last week with Secretary of Education William J. Bennett.

G.E.D. Takers Earn Diplomas Despite Erroneous Scores

Because of a scoring error, about 640 students who failed to pass the revised General Educational Development examination this year have been awarded the certificate anyway.

The error resulted in scores "three to five points higher than they should have been," according to Douglas R. Whitney, director of the G.E.D. testing service. The program is administered by the American Council on Education in conjunction with state education departments.

About 6,400 test takers in 10 states—less than 1 percent of all those expected to take the test this year—received diplomas based on the erroneous scores, according to Mr. Whitney. But 90 percent of those diplomas would have been awarded in any case, he said.

In five other states and the District of Columbia, officials delayed reporting the results because of the error; in another four states, officials postponed administering the test for a month. The revised test, which is being phased in this year, for the first time requires those taking the high-school-equivalency exam to write an essay.

STATES

N.H. Panel Asks Why 40 Percent Of Those Certified Are Not Teaching

A committee established by the New Hampshire legislature is trying to find out why two-fifths of the state's 19,000 certified teachers are no longer teaching in public schools.

In questionnaires recently sent to 7,678 people who hold valid certifications but are not teaching in the state, the panel also asks what might entice them to return to the profession.

"I suspect many of them have no need or intention of working in public schools," said Gerald Daley, superintendent of the Dover Public Schools and chairman of the panel. "Some are out of state."

"But until we look at the numbers, we won't know," he said.

Mr. Daley added that raising teacher salaries may be a way to draw some teachers back into classrooms. With an average teacher salary of $22,011, New Hampshire currently ranks 42nd overall in the nation, according to the U.S. Education Department.

But teachers may also indicate that they would return to schools if districts offered child care or job-sharing opportunities, Mr. Daley said. "That's good information for districts to have," he said.

The panel—which includes representatives from the state House and Senate, the governor's office, the education department, and teachers', administrators', and school-board groups—was created by the legislature in 1987 to study the extent of New Hampshire's teacher shortage.

■ **The Oklahoma Supreme Court has let stand a lower-court decision limiting to $300,000 the Oklahoma City School District's liability** for a 1982 explosion that killed six people at a district school.

The April 5 decision involved a suit brought against the district by the families of five children who died and others who were injured in the explosion of a water heater at the Star Elementary School. The lower court ruled that the state's Political Subdivision Tort Claims Act limited the district's liability for the accident.

The lower court had held that a $300,000 payment from the district to the families relieved the district, its employees, and its insurance company of all liability.

■ **School districts in Pennsylvania are obligated to provide individualized programs for highly able students,** the state's supreme court has ruled.

The court's ruling last month that it was not enough for a district to place gifted students in enrichment programs upheld the position of two parents who sued the Bucks County Centennial School District in 1981.

The plaintiffs argued that their son needed accelerated instruction in reading and mathematics in addition to instruction as part of the school's enrichment program.

Lawyers for the school district maintained that providing individualized coursework for gifted students would be too expensive.

The high court's opinion, written by Justice John P. Flaherty, said that districts must provide individualized programs within their resources, but are not required to take such extraordinary steps as hiring individual tutors.

DISTRICTS

Nevada Judge Upholds Bans On Papers' Birth-Control Ads

A federal judge has upheld the right of school officials in Clark County, Nev., to prohibit student publications from carrying advertisements for birth-control services.

The April 5 ruling, by U.S. District Judge Roger Foley, relied heavily on the recent U.S. Supreme Court decision in *Hazelwood School District* v. *Kulmeier*—a case that gave administrators broad authority to control student expression in school newspapers, theatrical productions, and other forums that are part of the curriculum.

The Nevada lawsuit was brought four years ago by a local Planned Parenthood clinic that offers birth-control services, pregnancy testing, and counseling. The organization filed suit against the school district after several principals banned or modified some of the clinic advertisements that had been appearing in student publications.

A national Planned Parenthood spokesman called the judge's ruling "very damaging." She said the organization had not yet decided whether to appeal the decision.

Parent Seeks Right To Have Her Child Schooled by Television

A Massachusetts woman is suing Wellesley High School for the right to have her daughter attend biology class by closed-circuit television because of an allergy condition.

Mary Ann Hickey claims in the state-court suit that her daughter, Laura, has a condition called "chemically induced immune dysregulation." Common chemicals used in biology class can cause rashes, dizzi-

Consumer Guide Rates Schools in 500 Districts

By Lisa Jennings

Next month, with the publication of *Public Schools U.S.A.*, families moving into any of 50 metropolitan regions of the country will for the first time be able to turn to a "consumer guide" to local schools.

The guide, which contains information on some 500 school districts, was compiled by Charles Harrison, former executive director of the Education Writers Association.

"People have had this kind of thing for years to help them decide where to send their kids to college," Mr. Harrison said. "Why shouldn't they have some kind of guide to schools as well?"

The guide provides a three-part evaluation: a statistical profile of each district for the 1985-86 school year, short comments about their schools from citizens in each community, and an "Effective Schools Index" rating developed by Mr. Harrison to allow for "at a glance" comparison.

"We have not tried to pick the so-called 'best' districts in an area," says the introduction to the 366-page soft-bound volume. "In the first place, what is best according to one set of standards may not be best in light of other standards. . . . We believe we offer enough information about each district to allow readers to judge what schools might best serve their needs."

'Lack of Good Information'

Real-estate officials said last week that they welcomed the guide because school quality is an extremely important factor to parents buying a new home. They also pointed out that businesses give high priority to the issue in deciding where to locate.

"There's a lack of good information out there," said David Hyatt, a spokesman for the Northern Virginia Board of Realtors, the largest board in the country. "It is not the realtors' role to evaluate schools, but we could refer clients to a book like this to make their own determinations."

But some superintendents whose districts were rated challenged the accuracy of the E.S.I. rating in assessing the quality of a school system, saying it could be misleading to parents.

'Where People Are Moving'

The information was collected by Mr. Harrison through a questionnaire sent last year to selected school districts.

To be included, a district had to have at least 2,500 students and be located within 25 miles of a major metropolitan area where, according to the author, "people are moving."

The questionnaire asked for statistics in 22 categories, including enrollment, salaries for beginning and experienced teachers, average level of teacher experience, standardized-test scores, and percentage of schools built before 1955.

All the statistics used, Mr. Harrison said, are those typically collected by districts for their own use or for reports to state agencies.

'Key Indicators'

Mr. Harrison said he derived the E.S.I. by selecting 10 "key indicators" from among the 22 statistics requested from each district and assigning to each a point value from 1 to 10, with 100 set as a perfect score.

The top 10 indicators include: average daily attendance, expense per pupil, dropout rate, college-admission-test scores, Advanced Placement courses, teacher-pupil ratios, counselor-student ratios, and number of students per music specialist in the elementary grades.

District officials who did not provide some statistics, or who misinterpreted the question Mr. Harrison asked, were assigned no points for that category.

A number of districts that fitted the author's criteria—including New York City, Boston, Detroit, and Kansas City, Mo.—did not respond at all and were not rated.

High and Low

Of those that supplied the statistics requested, the district with the highest E.S.I.—98—was Brighton, N.Y., an affluent suburb of Rochester. The lowest-rated district was in Oakland, Calif., which scored 13. The median score for the districts surveyed was 58.

Twenty of the 26 districts that scored 85 or higher were located in the Northeast. Seven of those were found in Nassau and Suffolk counties on Long Island.

"We were very pleased with the rating," said John R. Shafer, superintendent of the Brighton school district. "But I don't think the numbers prove that we're any better than anywhere else. In the comments, the book states that we have a lot of community involvement, and a strong community commitment to education, and I think that's more important."

Method Said Flawed

The Randolph County district outside of Greensboro, N.C., was given an E.S.I. rating of 12, but the book notes that some of the statistics were misinterpreted by the district officials filling out the questionnaire.

Superintendent George Fleetwood said his staff receives many questionnaires, and filled out Mr. Harrison's as a matter of "routine." It was not clear how Mr. Harrison intended to use the information, he added.

"I do not think [this book] is representative of the quality of our school system," the superintendent said. "There were several flaws in Mr. Harrison's approach."

"It is very difficult to compare school systems across the nation," he added. "The conditions and economic support structures vary greatly. It takes more interpretation than is available in this guide."

John A. Whritner, superintendent of Grosse Pointe, Mich., schools, which earned an E.S.I. rating of 77, said, "I have no problem with comparative ratings as long as I know what I'm being judged on. I don't know if these numbers are fair or not. But there are all kinds of factors that go into schooling where we don't have numbers to show how certain things effect children."

'Cavalier, Casual, or Sloppy'

Mr. Harrison said he expected a negative response from some districts that rated on the low end of the scale.

"Frankly, I was surprised at the cavalier, casual, or even sloppy way a number of the school districts responded to the questionnaire," he said, adding that a letter was included with the survey instrument clearly stating its purpose. "Maybe next time they'll be more careful."

But he conceded that the comments by members of the school community included in the district analysis provided a "more balanced picture" than the E.S.I..

Mr. Harrison said he planned to update the book's results every two years to keep statistics current.

Public Schools U.S.A. will be available by the end of April for $17.95. Its publisher is Williamson Publishing Co. of Charlotte, Vt.

District Rankings

Public Schools USA

The following school districts earned an "Effective School Index" rating of 90 or above:*

Brighton, N.Y.	98
Herricks, N.Y.	95
Bloomfield Hills, Mich.	93
Lynbrook, N.Y.	93
Upper Merion, Pa.	92
Fox Chapel Area, Pittsburgh, Pa.	92
Mt. Lebanon, Pa.	92
Port Washington, N.Y.	91
Elmhurst, Ill.	91
Morris, N.J.	90

The following school districts earned an E.S.I. rating of 20 or lower:

Randolph County, N.C	12*
Oakland, Calif.	13
Hillsborough County, Fla.	14
Lincoln Park, Mich.	14
Fontana, Calif.	17*
District of Columbia	17*
Highland Park, Mich.	17
Chicago (K-12), Ill.	18
Baltimore, Md.	20*

* Indicates district misinterpretation of one or more statistics in the E.S.I. For each misinterpreted statistic, a score of 0" was given instead of a possible score of 0 to 10 points.

Study Cites 32 Programs as Effective in Boosting Literacy

By Julia Woltman

A new national study has identified 32 local programs as especially effective in boosting literacy skills for 10- to 15-year-olds.

The three-year "Project on Adolescent Literacy," conducted by the center for early adolescence at the University of North Carolina at Chapel Hill, examined efforts by school districts and community agencies to combat illiteracy in that age group. Its purpose was to learn what programs were successful and why, according to Judith Davidson, the center's project director.

Despite the pervasiveness of the problem, Ms. Davidson said, fewer than 350 programs nationwide were recommended to project researchers as "successful."

Of that number, she said, researchers determined on the basis of telephone interviews and questionnaire responses that 50 programs met the center's criteria of being "academically effective and developmentally responsive."

The researchers further narrowed the list to 17 school programs, 9 after-school programs, and 6 summer literacy programs—all of which were studied in site visits.

In-depth case studies of 8 of those 32 successful programs will appear in a book, *Adolescent Literacy: What Works and Why*, scheduled for release this summer by Garland Publishing Inc.

By publicizing outstanding programs, said Ms. Davidson, the researchers hope to provide a chance for teachers to "look at what colleagues who have tried new ideas are doing."

Program Ingredients

Although the scarcity of good adolescent-literacy programs is a matter of concern, the study concluded, evidence from the school- and community-based programs visited suggests that most students with poor skills can improve them through properly designed activities.

Successful literacy efforts share several essential ingredients, according to the researchers.

The most important of these, they found, is requiring students to engage intensively in reading and writing.

In addition, they found, students must have access to materials and to experienced readers and writers, and teachers must infuse nonreaders with the confidence and motivation to read.

"Successful programs engage students who have been alienated from reading and build self-esteem by showing them that they can become successful learners," said Ms. Davidson.

The researchers noted that public libraries could play a vital role in promoting adolescent literacy. They found, however, that as of 1985, no public libraries were sponsoring adolescent-literacy programs.

Although the situation has improved slightly since then, Ms. Davidson said, there is "clearly a need for improved library services to the [adolescent] age group as a whole and to young adolescents with literacy problems in particular."

A natural route for libraries, Ms. Davidson suggested, would be for "young-adult librarians to work out collaborations with community organizations that know how to work with and reach young people."

8 Model Programs

Following are brief descriptions, along with names and telephone numbers of contact persons, for the eight programs that will be featured in the center's forthcoming book:

Chapter 1 Program, The Kenosha Model: Academic Improvement Through Language Experience, Kenosha (Wis.) Unified School District; Tom Zuhlke, director, (414) 656-6378. The program is founded on the belief that children will develop literacy in English if the instruction they receive is based on their own interests and experiences. It seeks to build students' confidence by focusing on their achievements and downplaying their weaknesses.

High Intensity Language Training, El Paso (Tex.) Independent School District; Luis Nieto, coordinator, (915) 779-3781. The program takes a "whole language" approach, integrating reading, writing, speaking, and listening. It emphasizes the cognitive and academic language skills needed in the classroom, as well as the conversational and functional skills needed in society.

Chapter 1 Program, STAR: Structured Teaching in the Areas of Reading and Writing, Community School District 4, New York City; Camille Aromondo, director, (212) 860-5905. The program is based on research that divides reading instruction into three categories: pre-reading, reading, and post-reading. Writing is viewed as an extension of reading, and teachers work to develop students' understanding of the connection between the two skills.

The Friendly Place, sponsored by the American Reading Council, New York City; Julia Palmer, director, (212) 619-6044. The Friendly Place is a community literacy center serving all ages through a combined library-bookstore and special programming. After-school activities designed to appeal to adolescents include a "rap" group and clubs that use students' literacy skills in exploring areas of special interest. The center offers a wide selection of books for early adolescents.

Montgomery Ward-Cabrini Green Tutoring Program, Chicago; Daniel Bassill, director, (312) 467-4980. A partnership between business and the community in which volunteers provide individualized tutoring one night a week to children from the Cabrini Green Housing Project. The program works with many students who are at risk of academic failure, and aims to give them the encouragement they need to continue and succeed in school. Tutors provide homework help and academic support.

Highline Indian Tutoring Center, Seattle; Cathy Ross, director, (206) 433-2266. The center provides after-school academic help to young descendants of the 66 American Indian tribes in the Seattle area. It uses high-school and college students as tutors, and focuses specifically on aiding students who are in danger of academic failure because of low reading achievement.

Cross-Age Tutoring Program of the Literacy Council of Alaska, Fairbanks; Riki Sipe, executive director, (907) 456-6212. This six-week summer reading program trains 14- to 21-year-old students with reading problems to tutor 5- to 19-year-olds with reading problems. Tutors, who come from low-income families and have juvenile-court records or are under foster care, are assigned to students who are at least three years below their own reading level. The tutors receive training in effective instructional approaches and basic job and living skills.

"Adventures in Excellence," New Orleans; Rose Drill-Peterson, director of information and community services, (504) 286-2847. The New Orleans Public Schools and community organizations sponsor this five-week summer program, which students attend voluntarily. Participants spend the morning on language-arts activities, and can select from an array of electives in the afternoon. Students engage in imaginative reading activities, journal writing, and reciprocal teaching.

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Tennessee Backs Drug-Use Tests In Public Schools

Statewide Policy Said To Be First of Its Kind

By Tom Mirga

Tennessee lawmakers have passed a bill that would permit school districts to force students suspected of abusing drugs to submit to drug testing.

Several districts across the country have adopted student drug-testing policies, but no state prior to the Tennessee lawmakers' April 29 vote had enacted one on a statewide basis. The Mississippi Senate approved a similar bill in March, but it died in the House education committee.

Although a spokesman for Gov. Ned R. McWherter said the Governor would not pass judgment on the bill until it was reviewed by his legal counsel and the state attorney general, observers say he is likely to sign it.

One lawmaker said privately last week that although many of his colleagues had reservations about the bill, they felt pres-

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The Legacy of 'Prich': Bluegrass-Roots Reform

By Reagan Walker

John C. Wyatt/The Herald Leader

Robert F. Sexton of the Prichard Committee for Academic Excellence.

This summer, principals and teachers in nine high schools across Kentucky will begin what Robert F. Sexton calls "a little creative stirring of the pot."

They will be rethinking, with the aid of educational experts, the design and structure of their schools, from class schedule to curriculum and teaching methods.

Mr. Sexton is the executive director of the Prichard Committee for Academic Excellence, an unusually influential citizens' group that has masterminded the bottom-up reform project.

It may, he admits, be "presumptuous" for an organization like his to take on a task that "should have been done by the state education department."

But that, says he and the many admirers of his grassroots reform group, is the beauty of the Prichard Committee.

"I don't think instruments of government can respond as quickly as they need to," says Mr. Sexton, noting that the Kentucky High School Project bears many similarities to Gov. Wallace G. Wilkinson's "benchmark schools" proposal, which failed to gain passage in this year's legislative session.

Continued on Page 12

Arts Instruction: Aims, Practices Said Divergent

Stress on Production Limiting, Study Argues

By Robert Rothman

WASHINGTON—The first Congressionally mandated study of arts education in more than 100 years has concluded that most schools fail to provide effective, basic instruction enabling students to "gain a sense of what civilization is, and how, as adults, they can contribute to it."

To do that, it argues, will take more classroom time and clearer definitions of the scope and sequence of arts instruction throughout the precollegiate grades.

The report by the National Endowment for the Arts, released here last week, says that despite recent gains in public support for such studies, there is no agreement on what a precollegiate arts program should involve.

The number of states requiring arts instruction has grown from 2 to 29 since 1980, the study's findings show, and substantial amounts of curricular time are now being devoted to the subject.

But, the report says, "there is a major gap between the stated commitment and resources available to arts education and the actual practice of arts education in schools."

"The problem is: basic arts education does not exist in the United States today," concludes the endowment's study, "Towards Civilization."

As a result, it says, "the artistic heritage that is ours, and the opportunities to contribute significantly to its evolution, are being lost to our young people."

Frank Hodsoll, chairman of the endowment, said at a press conference that though "schools are doing tremendous things" in arts education, "they have miles to go before they are done."

"What schools lack today," he said, "is a cadre of teachers who are better trained, the right kinds of materials, and, most im-

Continued on Page 6

In Houston Magnet, District 'Grows' Its Own Teachers

By Blake Rodman

HOUSTON—It's 9 A.M. and Rosa Marroquin is teaching a vocabulary lesson to a class of 1st graders at Dodson Elementary School, located in an inner-city neighborhood on this city's east side.

Her students' heads are bowed over their papers as she strides confidently up and down the rows of desks perusing the children's work and reading aloud the words they are to enter into their workbooks.

She stops for a moment beside a child who is having a problem and, squatting down to the student's level, whispers some words of encouragement.

From her mannerisms and calm demeanor, one might assume that Rosa is the regular classroom teacher.

But in an hour, she will be seated at her own desk at another school not far from Dodson where she is finishing her final year of high school.

Rosa is one of 160 high-school students enrolled in the Austin Senior High School for Teaching Professions, a pioneering magnet program launched here five years ago for students with an interest in becoming teachers.

Her teaching at Dodson is a school requirement. All seniors spend two hours a morning four days a week as interns at one of five inner-city elementary schools, putting into practice what they have learned through the four-year program and getting a taste of what teaching is really like.

Like many other school systems around the nation, the Houston Independent School District is experiencing a critical shortage of classroom teachers.

This school year, the district has operated with more than 400 unfilled teaching positions. District officials expect to have roughly 1,700 vacancies to fill by next fall.

Moreover, while the district's minority-student population is growing rapidly—particularly its Hispanic enrollment—it is

Continued on Page 19

Greg Foster

A class at Georgia Military, now the focus of a dispute over its status.

Dual Identity: Is Georgia Military College A State-Controlled or Private Institution?

By Kirsten Goldberg

In Georgia's antebellum capital of Milledgeville, a quiet town of 12,000 far from the interstates that radiate from Atlanta, an unusual school with a tangled history is stirring a debate that reaches from local parent-teacher gatherings to the halls of state government.

It is a debate that the writer Flannery O'Connor, once Milledgeville's most renowned resident, might have savored.

A "public" military academy with an Old South patina becomes the only "private" school in the state to receive state aid; some black citizens support it, others view it as a symbol of racism; it boasts powerful political supporters, who say they value its historic status; those who say it violates the laws are victims of harassment.

Earlier this year, Georgia's attorney general helped set off the current fracas by ruling that the predominantly white Georgia Military College, located in predominantly black Baldwin County, should be classified as a public school, even though it charges $1,548 a year in tuition.

That ruling pitted prominent friends and alumni of the 109-year-old Milledgeville school against community activists who claim the military school is a glorified seg-

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Also in the news

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In Virginia Beach, Va., the subject is not just a creative happening, but a discipline with a sequenced curriculum.

9 Recognition or Report Card?
New Jersey districts are withholding information from an awards program because of fears it will be used to rate them.

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A troupe of visiting British educators share their thoughts on school reform—American and cross-Atlantic.

IN SUMMARY

'Understanding AIDS'
In an unprecedented mass mailing, the U.S. Department of Health and Human Services plans to send a candid brochure on AIDS to every American household over the next six weeks. **Page 5.**

Holding Back on Scores
Some New Jersey superintendents are refusing to provide students' admissions-test scores to the state education department because they fear the data will be used for district "report cards." **Page 9.**

Higher Taxes in Illinois?
Armed with a survey showing strong support for more education funding in Illinois, Gov. James R. Thompson has said he will support a "modest tax increase," much of which would go to schools. **Page 9.**

Enrollment 'Roller Coaster'
A new study projects that the number of high-school graduates will drop after this year and through the mid-1990's, then rise by the year 2004 to a level 10 percent higher than in 1986. **Page 10.**

Backing Down on Reviews
New legislative language backed by the Education Department has squelched the agency's controversial plan to review National Diffusion Network programs for "appropriateness." **Page 16.**

Getting Tough on Student Aid
Secretary of Education William J. Bennett has proposed legislation that would impose stricter rules on students, lenders, and postsecondary schools participating in federal financial-aid programs. **Page 16.**

A Bipartisan 'Crusade'
A "crusade for civil rights" launched by a bipartisan group of federal lawmakers is seeking to expand existing laws to bar all forms of discrimination against the handicapped. **Page 16.**

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ACROSS THE NATION

STATES

Agreement Ends Michigan Case Over Religious-School Data

Two fundamentalist Christian schools in Michigan have forged an agreement with the state education department that will bring to an end their eight-year legal fight to withhold information on school staffing and other matters.

The Sheridan Road and Bridgeport Baptist schools agreed to file information required by the state on enrollment, curriculum, and teacher qualifications with a third party—the schools' lawyers or a school association—which will then turn the information over to the department.

The policy would also apply to about 100 other private schools that have not reported to the department. A department spokesman said at least 50 of the schools have indicated they would abide by the policy.

The two schools filed a suit in 1980, charging that the state law requiring the reporting of such information and the certification of teachers violated the schools' religious freedom.

The case went to the U.S. Supreme Court, which let stand state-court decisions upholding the regulations.

When the department receives the information on the schools' teachers, it will review it to see whether they are eligible for "emergency" licenses, which require only a bachelor's degree.

The Michigan Association of Christian Schools, at a meeting last month, decided not to take a position on the agreement, saying the decision on whether to abide by the policy is up to individual schools.

Schools that do not report information and are found to be out of compliance with the certification law will be subject to legal action, the department spokesman said.

■ **The Minnesota State High School League has rejected a proposal that would have barred foreign students from competing in varsity sports events.**

The proposal was introduced last fall by parents who felt that foreign-exchange students were displacing local students on high-school teams. The rule also could have applied to students participating on debate teams and in music and drama clubs.

DISTRICTS

Oklahoma Union Officials Resign Amid Reports of Illegal Voting

The presidents of the Oklahoma and Oklahoma City affiliates of the American Federation of Teachers have resigned in the wake of local press reports that they voted illegally in a recent school-board election.

Both Ted Metscher, president of the local affiliate, and Joel Robison, president of the state organization, had acknowledged that they registered to vote under the address of the local union headquarters so that they could vote in the election. Neither of the men live in the voting district where the election was held.

Under Oklahoma law, citizens can cast ballots only in the district where they live.

According to Anthony DeGiusti, the newly appointed president of the Oklahoma City Federation of Teachers, the union had strongly opposed the incumbent school-board member running for re-election in the subdistrict of the school system where the union office is located.

Mr. Metscher and Mr. Robison "got overzealous and made a mistake," he said. "They both regret it."

He noted that two local teachers—Georgia Ianello, a former president of the local, and Donna Robison, Mr. Robison's wife—also used the union address to vote in the election.

As of last week, no criminal charges had been filed against the four individuals. But a spokesman for the Oklahoma State Bureau of Investigation said the agency was investigating the matter at the request of the local district attorney.

New Milwaukee Policy Will Gauge Effectiveness of 'Add-on' Programs

Under a new policy adopted by the Milwaukee school system, the fate of some of the district's most popular special programs will be determined for the first time by how well they work.

The policy seeks to link evaluations of 11 "add-on" programs—including driver's education, bilingual education, and projects designed to serve disadvantaged students—to the district's budget process.

"It's kind of a tightening up or quality control," said William Larkin, the assistant superintendent in charge of curriculum and instruction.

He said the evaluations would range from in-depth studies conducted by the school system's research staff to shorter analyses by the curriculum specialists in charge of the programs. Some programs may be further evaluated by independent consultants, he added.

The completed evaluations will be provided to school-board members later this month as they begin deliberating on the proposed 1988-89 budget.

The critiques "will help them decide whether to continue a program, modify it, or end it," Mr. Larkin said.

White Ohio Teacher Wins Damages In Suit Charging Race, Age Bias

A high-school English teacher in Xenia, Ohio, has been awarded $260,000 in damages, after a federal jury found that he had been discriminated against on the basis of his race and age when applying for a series of jobs.

Making Teacher's Blood Boil

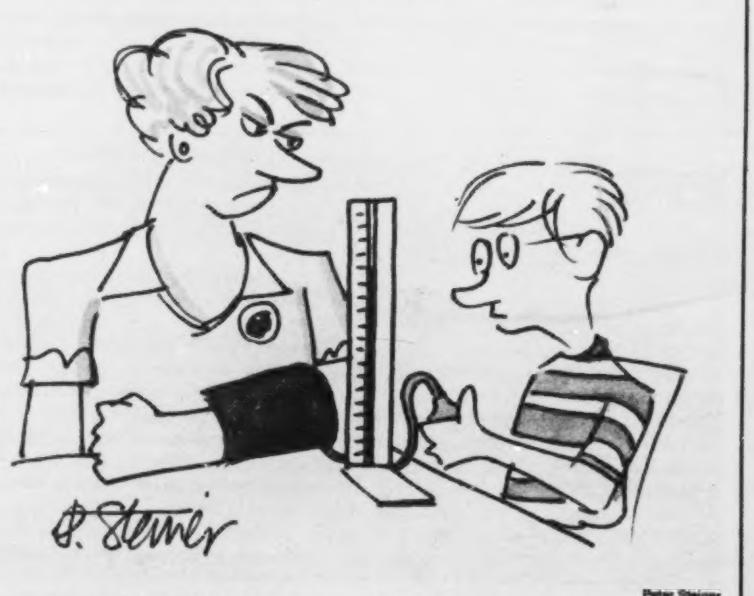
The evidence is in. Teaching has, in fact, been found to be a stressful job.

The prize-winning research that supports a theory long advanced by many of the more harried members of the profession was conducted by Lee Singleton, an inquisitive 5th grader at Riverview Elementary School in Titusville, Fla.

For his school science-fair project, Lee set out to determine if working with children causes teachers' blood pressure to rise. He collected his data by taking the blood-pressure readings of eight teachers at the beginning and end of a typical school day and comparing them with the readings of eight adults in professions that do not involve interaction with children.

Findings at the conclusion of the two-week study showed that teachers' blood pressure went up by at least 10 points during the day—twice as much as the control groups' did. The results came as no surprise to the budding scientist, who hypothesized that "working with children causes teachers to have high frustration levels."

When asked what other factors might play a role in teachers' rising blood pressure, the 5th grader speculated that "caffeine has something to do with it, too" because teachers tend to drink a lot of coffee during breaks. But, whatever the frenzied state of Lee's own teachers by the study's end, the project earned him an A and first prize at the Riverview science fair.


Peter Steiner

The judges may have been grateful that he did not follow through on his original research proposal—to test how long it takes for a teacher to become aggravated by a student. —J.W.

Arts Instruction: 'Major Gap' Between Aims and Practices

Continued from Page 1

portant, the development of a consensus about the minimum knowledge and skills every student graduating from high school ought to have in the arts."

To improve instruction, the report urges state and local officials to work toward agreement on content and to implement sequential, K-12 arts curricula for all students. Such curricula should include instruction in art history and criticism as well as art production, it says.

Instruction in the arts should constitute 15 percent of the school week in elementary and middle schools, according to the report, and high schools should require that all students complete two years of art, even if this means lengthening the school day.

The report also recommends that the National Assessment of Educational Progress resume testing students' knowledge and skills in the arts; that districts develop comprehensive testing programs to evaluate student progress; and that state agencies strengthen teacher-certification requirements for art specialists and elementary teachers.

While most of the reforms will take place at the state and local levels, Mr. Hodsoll said, the N.E.A. will begin a campaign to generate support for the report's proposals. He noted that the endowment will launch a series of public hearings on the issue this week in St. Louis.

In addition, the report proposes that the endowment issue a follow-up report in the mid-1990's that would outline how its recommendations have been implemented.

Not All Bleak

The endowment's study follows a number of reports issued in the past two years—such as "American Memory," the Congressionally mandated study of humanities education released last summer by the National Endowment for the Humanities—that have warned that schools have failed to develop students' "cultural literacy."

Unlike the N.E.H. report, which painted a bleak picture of humanities instruction in schools, "Toward Civilization" notes several encouraging developments in arts education.

The study found, for example, that in addition to the increase in graduation requirements:

- There are almost as many music and visual-arts teachers in schools as science teachers;
- The amount of time allocated to arts instruction averages 12 percent of classroom time for most students in grades K-6, and 17 percent for most students in grades 7 and 8.

In addition to pointing out these positive trends, the report also highlights a number of examples of schools and districts that have developed high-quality arts programs.

It says, however, that "these developments have not resulted in basic arts education," which the report defines as the ability of all students to understand civilization, to develop creativity, to learn the tools of communication, and to discern quality in artistic products.

The lack of a basic arts program has been a continuing feature of American schooling, the report says, noting that "this condition of arts education is no worse now than it has been."

"The vast majority of today's adults say they had no real education in the arts when they were in school," it says. "Then as now, resources for arts education were used primarily to produce performances and exhibitions by talented and interested students for the enjoyment of parents and the community."

"They are not being used to help young people move toward civilization," it states. "This is a tragedy, for the individual and the nation."

'Basic, Sequential' Program

In analyzing the causes of this condition, the endowment notes that educators lack a consensus "on what constitutes a comprehensive, basic, sequentially structured arts-education program for K-12 students."

Many official efforts to boost arts education—such as Secretary of Education William J. Bennett's model high-school curriculum, which would require one-semester courses in art and music history, and state legislation making arts instruction a requirement for graduation—have failed to define such a program, the report says.

While Secretary Bennett's proposal would "fill a gap" caused by schools' over-emphasis on performance and production, it does not address theater, dance, design, and the media arts, the report notes.

And although 29 states require arts instruction in high schools, it says, only 9 make arts mandatory for all students, and 13 require arts only as an alternative among other subjects, such as foreign languages or computer science.

State curriculum guides also fail to outline a comprehensive course of instruction in the arts, according to the report.

"Our review of state curriculum guides indicates that the broad learning goals stated in the guides are generally well balanced," it says. "The problem is that the specific learning objectives do not reflect the balance contained in the goals."

"Rather," it adds, "they tend to emphasize . . . learning the elements of the art forms over study of works of art."

Testing, Teacher Preparation

In addition to the lack of agreement on curricula, progress is hampered by a scarcity of data on student achievement and program effectiveness.

To remedy this, the endowment proposes, in one of its most controversial recommendations, that NAEP and local districts test students' knowledge and skills in the arts.

The assessment included a music test in 1971 and 1979, and a visual-arts examination in 1974 and 1979.

"Without the information provided by testing," the report argues, "it is impossible to judge whether or not arts-education programs are as effective as they should be, or to identify those teaching practices that should be continued and those that should be eliminated."

The endowment also urges state teacher-certification agencies to strengthen preparation requirements for arts teachers.

Citing a survey by the Education Department, the report notes that nearly half of all elementary schools have no visual-arts specialists and that 16 percent have no music specialists.

Thus, it says, much instruction is left to classroom teachers, who are often poorly trained in the arts.

"As recently as 1984," the report states, "only 26 states or special jurisdictions reported having requirements for specific hours or units in the arts for certification of classroom teachers."

But the emphasis in teacher-preparation programs on art production, it warns, also means that most specialists may be ill-prepared to teach a comprehensive art program.

"If arts education is to provide an understanding of the artistic heritage, as stipulated in most state curriculum guides, teacher-preparation programs must provide more training in the historical/critical aspects of the arts," it states.

'Making the Case'

The report urges the arts community and businesses to work with educators to convince policymakers that a strengthened arts-instruction program is essential.

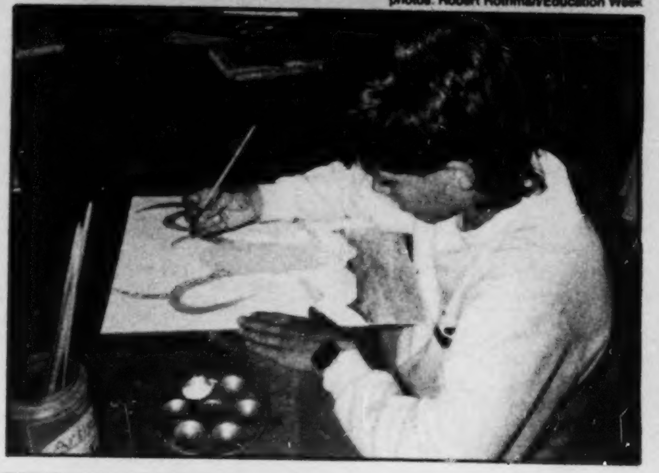
"Making the case for arts education to state and local leadership is a political job requiring greater effort than for school subjects that large segments of the public perceive as basic," it points out.

The national endowment should also step up its efforts in this area, the report proposes. While in fiscal 1988 the N.E.A. will provide $5.5 million for arts education, it says, this amount—3.3 percent of the agency's budget—is much smaller than the amount spent on education programs by the National Endowment for the Humanities and the National Science Foundation.

The mailing address for ordering copies of the report is: "Toward Civilization," Public Information Office, National Endowment for the Arts, 1100 Pennsylvania Ave., N.W., Washington, D.C. 20506.

YOU ARE SOMEONE

photos: Robert Rothman/Education Week



Frank Hodsoll, above right, chairman of the National Endowment for the Arts, has called for better-trained teachers and a consensus on an arts curriculum. Above, Cynthia Flegal with one of her students at Birdneck Elementary School in Virginia Beach, Va. The district was cited for its arts-instruction program. At right, a student copies a Georgia O'Keeffe painting.

States With Graduation Requirements in the Arts

State	Number	Subject
Arkansas*	½	Drama, music, visual arts
California	1	Fine arts (creative writing, dance, drama, music, visual arts) or foreign language
Connecticut	1	Arts (dance, drama, music, visual arts) or vocational education
Florida*	½	Fine arts (dance, drama, music, visual arts)
Georgia	1	Fine arts (dance, drama, music, visual arts), vocational education or computer technology
Hawaii	1	For academic honors only. Arts or music
Idaho	4[1]	Fine arts (creative writing, dance, drama, music, visual arts), foreign language or humanities
Illinois	1	Art, music, foreign language or vocational education
Indiana	2	For students seeking an honors diploma
Louisiana	½	For students in the Regents Program (typically the college bound)
Maine	1[1]	Fine arts (dance, drama, music, visual arts) or forensics
Maryland*	1[1]	Fine arts (dance, drama, music, visual arts)
Missouri*	1	Music or visual arts
New Hampshire*	½	Arts education (art, music, visual arts, dance, drama)
New Jersey	1	Fine arts, practical arts or performing arts
New Mexico	½	Fine arts (visual arts, music, dance, drama), practical arts or vocational education
New York*	1[2]	Dance, drama, music, or visual arts
Nevada	1[3]	Fine arts or humanities
North Carolina	1	For students enrolled in the Scholars Program
Oregon	1	Music, visual arts, foreign language or vocational education
Pennsylvania	2	Arts (dance, drama, music, visual arts) or humanities
Rhode Island	½	For college-bound students only. Dance, drama, music or visual arts
South Dakota*	½	Fine arts (dance, drama, music, visual arts)
Tennessee	2	For students seeking an honors diploma
Texas	1	For advanced academic-program students only. Drama, music or visual arts
Utah	1½	Dance, drama, music, or visual arts
Vermont*	1	General arts, dance, drama, music or visual arts
Virginia	1[1]	Fine arts (art, music, dance, theater) or practical arts
West Virginia	1	Music, visual arts or applied arts

* States that require some study of the arts by every high-school student.

[1] Effective 1988

[2] Effective 1989

[3] Effective 1992

Shift in Number of Graduates Seen

The number of high-school graduates nationwide will rise, fall, and then rise again in "roller coaster" fashion between now and the beginning of the next century, according to the projections contained in a new study.

The report by the Western Interstate Commission for Higher Education projects a net gain of 10 percent in high-school graduates between 1986 and the year 2004. The projections are based on both public- and private-school enrollments in the 50 states and in the District of Columbia.

But these national figures, it says, mask important regional differences that will mean overall losses for states in the Northeast and North-central regions, and increases for Western and Southern states that are greater than the national average.

According to the report, the number of graduates nationally will increase through this year, before dipping sharply and staying at low levels through the mid-1990's. The number will then rise steadily through the beginning of the next century, reaching 2.91 million graduates by 2004.

The report, which is the third such project undertaken by WICHE, indicates that national graduation patterns between 1986 and 2004 will mirror the up-and-down cycle of school enrollments since the 1970's, when the last "baby boom" children graduated from high school.

There will be a 4 percent increase in the number of public- and private-school graduates between 1986 and 1988, it shows. But during the following four years, the figure will drop by 12 percent. By the year 2004, however, the number of high-school graduates will exceed the 1986 level by 10 percent.

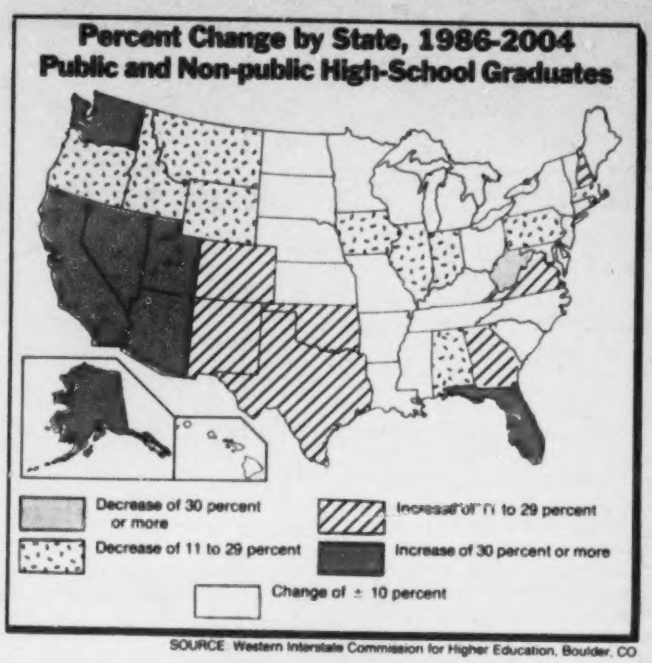
The study, which was also sponsored by the College Board and the Teachers Insurance and Annuity Association, projects that states in the West and the South/South-central regions of the country will have increases in the number of graduates of 47 percent and 16 percent, respectively, by 2004.

Alaska and Nevada may double the number of students they graduate from high school by 2004, according to the report. Other states projected to have significant gains are Arizona, California, and Florida.

The Northeast and North-central parts of the country, on the other hand, will lose students, with West Virginia, Iowa, Idaho, and Wyoming projected to have significant decreases by 2004.

The study, which was based on demographic data and past school-enrollment and graduation statistics, also projects that number of private-school graduates nationwide will decrease by 17 percent by the year 2000.

Copies of the report, "High School Graduates: Projections by State, 1986 to 2004," are available for $10.00 each plus a $2.00 handling charge from WICHE, P.O. Box Drawer P, Boulder, Colo. 80301-9752. —E.F.


Percent Change by State, 1986-2004
Public and Non-public High-School Graduates
Decrease of 30 percent or more
Decrease of 11 to 29 percent
Increase of 11 to 29 percent
Increase of 30 percent or more
Change of ± 10 percent

SOURCE: Western Interstate Commission for Higher Education, Boulder, CO

PUBLIC AND NON-PUBLIC HIGH-SCHOOL GRADUATES BY STATE 1986 (Actual), 1992 to 2004 (Projected)

State	1986	1992	1996	2004
Alabama*	42,855	38,909	39,659	37,305
Alaska	5,574	6,197	9,271	11,003
Arizona	28,408	31,086	41,944	50,910
Arkansas	27,032	26,726	28,234	28,032
California	252,150	251,306	330,463	410,285
Colorado*	35,079	32,599	39,159	42,469
Connecticut	37,820	29,719	32,232	36,429
Delaware	7,951	6,937	8,096	7,658
District of Columbia*	4,862	3,976	3,849	4,556
Florida	92,536	96,709	115,512	151,090
Georgia*	63,272	63,625	75,677	82,040
Hawaii	12,488	11,696	12,168	12,508
Idaho	12,311	11,826	11,984	9,526
Illinois	132,770	114,923	120,751	111,856
Indiana	65,230	61,218	64,444	57,757
Iowa	37,345	30,788	33,832	28,293
Kansas	27,195	25,671	31,055	29,731
Kentucky	41,370	36,692	41,554	37,548
Louisiana	46,766	41,494	45,490	46,079
Maine	14,773	13,533	14,014	14,468
Maryland	53,438	43,539	50,615	56,328
Massachusetts	72,423	55,444	57,769	63,579
Michigan	117,926	102,686	111,201	108,738
Minnesota	56,149	49,837	60,380	56,721
Mississippi*	27,423	26,073	28,705	25,211
Missouri	54,867	52,082	58,519	57,048
Montana*	10,079	9,086	9,947	8,694
Nebraska	19,814	18,210	19,727	17,778
Nevada	8,821	9,887	13,555	18,450
New Hampshire	12,520	11,359	13,714	15,282
New Jersey*	94,720	76,401	82,122	91,596
New Mexico	16,885	16,709	20,102	21,020
New York	192,593	158,846	169,264	186,796
North Carolina*	68,678	63,676	64,629	68,036
North Dakota	8,149	7,669	8,218	7,486
Ohio	132,805	121,401	133,823	120,190
Oklahoma	35,048	33,668	39,094	38,912
Oregon	27,746	24,968	26,747	23,302
Pennsylvania	145,005	119,577	130,177	129,396
Rhode Island	10,676	8,702	10,123	10,589
South Carolina*	36,650	36,111	38,734	37,902
South Dakota	8,362	7,669	9,483	8,273
Tennessee*	46,162	46,305	47,629	46,409
Texas*	170,194	181,144	209,371	207,630
Utah	20,073	25,370	33,077	29,580
Vermont	6,795	6,146	7,061	7,436
Virginia*	67,093	64,269	79,792	92,311
Washington	48,735	45,846	56,523	67,177
West Virginia	22,546	20,983	19,373	15,427
Wisconsin	64,522	53,930	62,177	59,308
Wyoming*	5,758	5,783	5,404	4,764
U.S. Total	2,650,442	2,441,054	2,777,158	2,912,084

NOTE: Figures presented here are combined (public and non-public) graduates.

* Designates those states for which non-public enrollments by grade level and high-school graduates were not available. Combined totals for these states contain an estimate of non-public high-school graduates for 1986 through 2004.

SOURCE: Western Interstate Commission for Higher Education.

Tenn. Approves Student Drug-Test Bill

Continued from Page 1

sured to vote for it because this is an election year. The measure's sponsors, he contended, had characterized the issue as "simply being for or against drugs in schools."

The bill was approved by votes of 61 to 21 in the House and 27 to 0 in the Senate on the final day of the legislature's session.

It has been vigorously opposed by the American Civil Liberties Union, which says it may file suit challenging the law's constitutionality once a testing program has been adopted by a district.

A federal judge in Arkansas and a state judge in New Jersey have struck down district-level policies requiring all of a school's students to submit to urinalysis, saying they violated pupils' Fourth Amendment right to be free from unreasonable search and seizure.

But in February, a federal judge upheld an Indiana district's testing requirement directed primarily toward athletes, holding that participation in extracurricular activities is not a constitutionally protected right.

In a 1985 case, *New Jersey v. T.L.O.*, which involved a search of a student's purse that turned up evidence of drug use, the U.S. Supreme Court held that school officials may search students if they have "reasonable suspicion" that a school rule has been broken. But it added that such searches cannot be "excessively intrusive in light of the student's age and sex and the nature of the infraction."

Next fall, the High Court will hear arguments in a case challenging drug-testing policies that affect public employees, such as teachers.

Bill's Provisions

Under the Tennessee measure, districts would not be forced to adopt drug-testing policies, but rather would be allowed to approve them if they wished. Students would have to be notified in writing at the time of enrollment that they could be subject to drug testing.

The bill stipulates that a student could be required to submit urine for testing only under the following "standards of reasonableness":

- A school policy has been broken.
- The test will produce evidence that a rule has been broken "or will establish that a student either was impaired due to drugs or did not use drugs."
- The test advances the state's interest in maintaining order and discipline in schools.
- The test result will not be used in a criminal prosecution.
- The test is conducted in the presence of a witness.

Principals would have to notify at least one of the student's parents before the procedure, but would not have to obtain their consent. An accredited laboratory would have to conduct the tests, and a sample testing positive for the presence of drugs would have to be re-analyzed using a more sophisticated testing procedure to ensure against a false result.

The bill would leave it to districts to decide how to discipline students whose urine tests were positive. But it stipulates that those testing positive would have to be provided with drug counseling. Negative results would have to be expunged from the student's record.

Opposing Views of Law

Hedy Weinberg, executive director of the Tennessee branch of the A.C.L.U., contended last week that the bill is so broadly worded that it would permit principals to force students to undergo testing "simply because they dress funny, have unusual hairstyles, or are 'troublemakers.'"

"Unfortunately, we think we'll see a lot of abuses under this policy," Ms. Weinberg said. "There is no question that a student should not be arbitrarily identified and forced to take a test, and this bill has the potential of doing just that."

That assessment was sharply disputed by state Senator Tommy Burke, the bill's chief sponsor in the Senate.

"The whole thrust of this legislation is to give the folks who run the schools the ability to control drugs in their schools," he said. "I worked very closely with the state attorney general and he says this is a bill that he can defend in court if it comes to that."

Officials in Attorney General Michael Cody's office did not respond to a request for comment on Mr. Burke's assertion.

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EDUCATION WEEK

American Education's Newspaper of Record

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Language Skills Are Assessed in Novel State Test

Seen Spurring Shift to Communication Skills

By Robert Rothman

Results from a statewide foreign-language assessment in Connecticut—the nation's first large-scale test of students' language proficiency—are likely to accelerate the drive to overhaul curricula in the field, state and national officials predicted last week.

Data from the 1987 test, which were presented to the state board of education this month, provide evidence to confirm the view that speaking and listening to foreign languages in class forge a more effective route to proficiency than the traditional grammar- and literature-based curriculum, officials said.

Connecticut's test will "speed the national move to communication-based teaching," said C. Edward Scebold, executive director of the American Council on the Teaching of Foreign Languages.

Though the state is not mandating that teachers change their instructional practices to reflect the favorable findings on in-class language use, said Joan B. Baron, program director of the Connecticut Assessment of Educational Progress, "when they see the evi-

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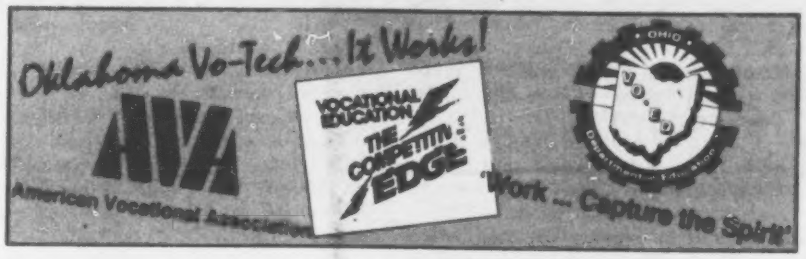

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State programs are adopting new logotypes and slogans to symbolize fresh approaches.

Reversing Vocational 'Image': Officials Are Turning to P.R.

By Reagan Walker

When officials of the Prince George's County (Md.) Public Schools announced plans this year for a new "professional center" at Largo High School, they were careful not to use the term vocational education.

The center will teach marketable job skills when it opens in 1989—majors in biotechnology; entrepreneurship; finance; and law, management, and public policy are its selling points.

But to call such coursework vocational education, said Brian J. Porter, the system's public-affairs director, would have activated the public's "misunderstandings" about the field.

"We had a strong hesitancy about giving that kind of label to this program," Mr. Porter said.

The Largo center was designed to draw white students from throughout the county to the predominantly black high school.

But even with the care taken to present the program as "professional" rather than "vocational," many parents in the black middle-class neighborhood Largo serves balked when they first heard of the plan.

"Finance was assumed to be bank telling, which was interpreted as a vocational trade," said Mr. Porter. "And a vocational trade, in parents' minds, was less than positive."

The parents expressed concern that the program would be watered down to provide skills-training and would not adequately prepare their children for college.

"Those folks grew up in a time when vocational education was very different," said Mr. Porter. "It prepared you for one skill and your only option after graduation was to find a job using that skill—you were locked in."

"They are sharing that view with their

Continued on Page 21

Church Day Care Wins Exemption From State Law

Va. Appellate Court's Reversal Spurs Debate

By Deborah L. Gold

Acting in a case that could affect the national debate on day-care regulation, a federal appeals court has upheld a Virginia law that exempts religiously affiliated child-care centers from state licensing requirements.

In reaching its decision, the U.S. Court of Appeals for the Fourth Circuit reversed its own finding in the case four years ago that the exemption violated the First Amendment's ban on state establishment of religion.

The three-judge panel based its May 6 opinion largely on a U.S. Supreme Court ruling last year that upheld a provision in a federal job-bias law that permits churches to discriminate in employment policies on the basis of religion.

"If an exemption is permissible in the context of employment practices," Judges Donald S. Russell, Kenneth K. Hall, and John D. Butzner Jr. wrote, a court "can only be more solidly justified when it acts to prevent state interference with church programs that provide education and care for children."

Experts say the case, *Forest Hills Early*

Continued on Page 13

Peer Mediation: When Students Agree Not To Disagree

Debra Viadero/Education Week

Joseph Kelliebrew, program coordinator, listens as student mediator makes a point.

By Debra Viadero

WASHINGTON—Sophomore Nikki Palmer said her trouble at Calvin Coolidge High School here began, as many teen-age problems do, "over a guy."

The rest of her story—except for its resolution—follows a predictable course for romantic triangles at many schools.

A female classmate became jealous. Vicious rumors spread. Threats were made. And soon it looked as though the two 10th graders and their friends were destined to come to blows.

The dispute eventually landed on the desk of a school administrator. Many in similar situations might have suspended the young women, called in their parents, or spent hours trying to decipher who started what.

At Coolidge, there was an alternative.

The students were referred to the school's mediation center, where they sat down with classmates trained in the art of negotiation and promptly buried the hatchet. The resulting written contract, which called for both students to refrain from speaking to one another or listening to rumors, was hammered out in less than three class periods.

"I guess they did a pretty good job," Nikki said. "It was better than getting suspended and having a record."

That, say Coolidge officials, is precisely the point of peer mediation.

"When you suspend a student for fighting, that person may go home to the neighborhood and start the same thing up again," said Joseph Kelliebrew, who coordinates the project, called SHARP, for Students Help-

Continued on Page 23

A Frustrated M.I.T. Severs Its Tie With Boston Partnership

By Kirsten Goldberg

Citing indifference on the part of Boston school officials, the Massachusetts Institute of Technology has given up on its effort to create a science and mathematics magnet school and will end its involvement in the city's highly celebrated school-business partnership program.

An M.I.T. official said last week that the university's decision to end its 12-year relationship with the school next month was prompted by recent discussions in the Boston school department regarding the conversion of the Mario Umana Harbor School of Science and Technology into a regular middle school.

"It's simply a question of our capacity to contribute," said Walter L. Milne, who has been M.I.T.'s top official working with the Boston public schools. "We have some expertise in dealing with a science and math school, but not a middle school."

But Joseph Arangio Jr., Umana's headmaster, said there were other, more negative, reasons for the souring of the relationship.

"M.I.T. felt there was a long string of broken promises on the part of the school department," Mr. Arangio said. "They

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Also in the news

Bradley Pushes Plan For 'Latchkey' Children

The mayor of Los Angeles proposes to offer after-school services to every elementary student.

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New Survey Finds Low Teacher Morale

"Unempowered" teaching force gives reform a "C" or less, a Carnegie survey reveals.

7

New Casualties Possible In War Against Drugs

Schools could lose federal funds under proposed anti-drug-use measures.

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IN SUMMARY

A Positive Trend
The proportion of black 18- to 21-year-olds who had dropped out of high school declined significantly from 1975 to 1985, according to a new study by the U.S. Bureau of the Census. **Page 6.**

Unions as 'Change Agents'
A new analysis commissioned by the Education Department disputes Secretary William J. Bennett's charge that the two national teachers' unions have obstructed school reform. **Page 7.**

Uniforms: A Job Opportunity
An unusual grassroots program offering job training for the unemployed is benefiting from the growing popularity of student uniforms in Baltimore's public schools. **Page 8.**

Raising Standards and Tempers
Efforts by Montana's higher-education board to raise admissions standards for state colleges have upset many precollegiate educators and sparked a continuing statewide debate. **Page 10.**

Squelching Speculation
An aide to Gov. Michael S. Dukakis has dismissed a report that the likely Democratic Presidential nominee may have offered the post of Secretary of Education to a Virginia superintendent. **Page 14.**

Targeting State Aid
Under a newly approved school-aid plan that is the first of its kind, Connecticut will target state funding, in part, to districts whose pupils score below remedial levels on mastery tests. **Page 10.**

Making Science 'Interesting'
Four organizations have received $7.2 million in National Science Foundation grants to create and distribute "hands-on" materials for elementary-school science programs. **Page 19.**

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ACROSS THE NATION

NATIONAL

Democrats Eye Public-Service Route To College, Job-Training Aid

An influential group of Democratic leaders has advanced a proposal that would replace federal student financial-aid programs with a system allowing young people to earn their college or job-training support through public service.

The Democratic Leadership Council suggests that voluntary national service through a Citizens' Corps could be rewarded with benefits not unlike those in the G.I. Bill.

In return for one or two years of civilian or military service, young enlistees would earn vouchers toward their college tuition, vocational or job training, or housing.

Civilian workers would earn $10,000 each year toward their voucher, plus a $100 weekly stipend while they were in the program. Those who volunteered for military service would earn $12,000 a year toward a voucher, plus the stipend.

The program's aim would be to phase out existing student-loan programs. Borrowing would be available only as supplementary income for needy students.

D.L.C. officials—who include Senator Sam Nunn of Georgia, the chairman, and leading Democratic governors and federal lawmakers—expressed hope that the proposal would be included as part of the Democratic platform. A spokesman for Gov. Michael Dukakis said last week that the candidate supports the proposal's basic philosophy.

■ **In his new report on smoking, U.S. Surgeon General C. Everett Koop exhorts schools to include tobacco-use prevention materials in their health-education curricula.**

The 618-page study issued last week, the 20th in the government's series on smoking, is the first to label the nicotine in tobacco as a highly addictive substance that affects physiology in ways similar to other illegal drugs.

"Many children and adolescents who are experimenting with cigarettes and other forms of tobacco . . . are unaware of, or underestimate, the strength of tobacco addiction," Dr. Koop writes in the preface to the report, "The Health Consequences of Smoking: Nicotine Addiction." "Because this addiction almost always begins during childhood or adolescence, children need to be warned as early as possible, and repeatedly warned through their teen-age years, about the dangers of exposing themselves to nicotine."

STATES

Iowa Court Says Substitutes Entitled to Bargaining Rights

In a unanimous ruling, the Iowa Supreme Court has held that substitute teachers are entitled to the same collective-bargaining rights as full-time teachers.

The court ruled that substitutes "share with regular classroom teachers the common mission of education" and are thus entitled to representation by local teachers' unions.

Substitutes must teach at least one day a month for four consecutive months to be eligible, the justices said, citing a previous ruling.

The case, *Dubuque Community School District* v. *Public Employment Relations Board and the Dubuque Education Association*, began as a dispute between the district and the Iowa Public Employment Relations Board, which ruled in the substitutes' favor last year.

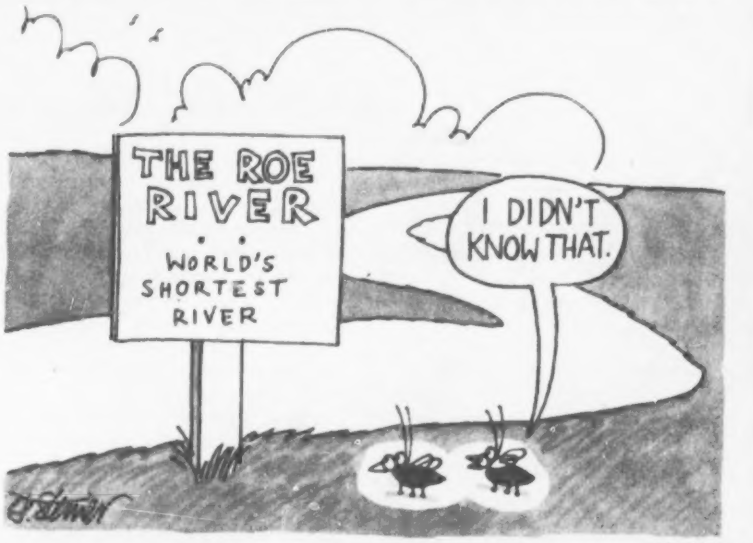
The district appealed that decision to a state district court and won. But the D.E.A., the local affiliate of the National Education Association, appealed the lower court's ruling to the state supreme court.

Dubuque school officials had argued that substitutes should not be included in the same bargaining unit as other teachers because the state's collective-bargaining law treats full- and part-time employees differently. The union contended that substitutes perform the same job functions as full-time teachers.

The substitutes also charged that the district deliberately tried to keep them out of bargaining units by terminating some instructors' jobs before they had worked the required four months, then rehiring them. In its ruling, the court said that substitutes must be given the opportunity to have continuous work.

William L. Sherman, a spokesman for the Iowa State Education Association, an affiliate of the National Education Association, said the ruling directly affects 75 substitutes in Dubuque, and between 1,000 and 2,000 statewide.

Students Prove the Shortest Row Is Down the Roe



Peter Steiner

Some 5th graders might delight in catching their teacher in an error of fact. But Susie Nardinger's class in Great Falls, Mont., spent six months this year trying to prove her right.

The fact in dispute was the international distinction of Montana's tiny Roe River, which can shrink to a length of less than 50 feet in times of drought and never gets much beyond a few hundred feet.

Ms. Nardinger had told her pupils at Lincoln Elementary School that Montana could boast of having not only the world's largest fresh-water spring but also its shortest river. But when the students reached for the classroom copy of the *Guinness Book of World Records* to verify that claim, the unmapped Roe was nowhere to be found.

Acting on Ms. Nardinger's insistence that she was right, the students undertook what turned out to be a lengthy class project to prove the Guinness book wrong.

"At first, the kids thought they would just have to write to Guinness and the claim would be accepted," Ms. Nardinger says. But they soon found out that much more was required.

To be considered for the world record, the Roe had to be recognized by the U.S. Board on Geographic Names. And achieving that recognition, the pupils were told, required official documentation of the river's coordinates and length—and demonstrated community support for the endeavor.

So they spoke at community gatherings, wrote to their representatives in the U.S. Congress, and launched a successful petition drive. When the river was officially surveyed, the Montana branch of the U.S. Board on Geographic Names certified that the river's average length was 201 feet.

The national board voted on March 10 to recognize the Roe, and, shortly thereafter, the students got good news from Guinness. Ms. Nardinger had been right: the Roe was, in fact, the world's shortest documented river.

Looking back, the teacher says that "the most enlightening part of the process was that students learned about contacting people, how to speak in public, and the concept that government is the people."

Now alert to the significance of documentation, the class members have compiled a scrapbook tracing their arduous passage through the channels of bureaucracy. —J.W.

Rates of Retention, Graduation for Blacks Up Sharply, Bureau Finds

By Kirsten Goldberg

Washington—The proportion of young blacks who dropped out of high school declined sharply from 1975 to 1985, while the percentage who earned diplomas showed a corresponding increase, the Census Bureau has found.

Over the 10-year period, the proportion of black 18- to 21-year-olds who were high-school dropouts fell from 27 percent to 17 percent, while the proportion who graduated rose from 61 percent to 71 percent, the bureau reported in a study issued this month.

"The reason for this is obvious: Schools have been working for a decade on improving black retention," said Rosalind R. Bruno, the statistician who conducted the study. "Also, the unemployment rate of dropouts is incredibly high, and for many jobs the basic requirement is a high-school diploma."

The unemployment rate for black 16- to 19-year-olds is 31.4 percent, compared with 14.1 percent for whites in that age group, according to the Bureau of Labor Statistics. Overall, the black unemployment rate is 12.2 percent, compared with 4.6 percent for whites.

No Gains for Hispanics

The declining percentage of black dropouts appears to be part of a long-term trend that began around 1970, Ms. Bruno said.

But similar gains have not been made by Hispanics, according to the Census Bureau data. The proportion of Hispanic 18- to 21-year-olds who had left high school without graduating remained at about 30 percent from 1975 to 1985, the study found.

For whites in that age group, the proportion who had dropped out decreased by 1 percent over the decade. That change was not statistically significant, Ms. Bruno said. The proportion of whites who graduated from school remained at 81 percent during the period studied.

Although the total number of college students increased by 15 percent during the 10-year period, the college-enrollment rate for black 18- to 21-year-olds remained at 25 percent, the study found.

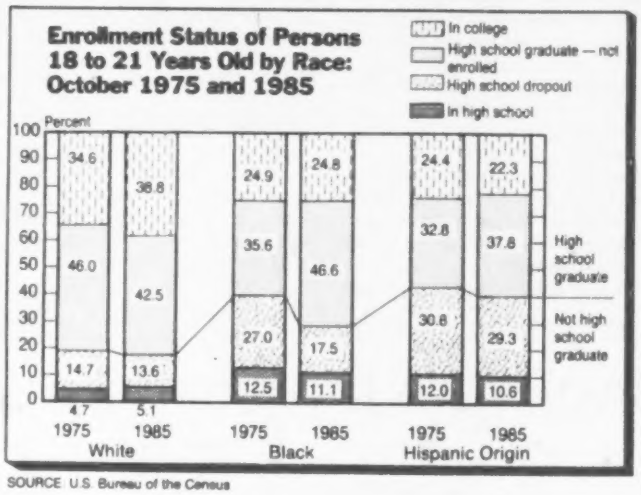
The proportion of whites in that age bracket who were enrolled in college increased from 35 percent in 1975 to 39 percent in 1985.

Most of the growth in college enrollment was among students age 25 or older, the study found. In 1985, 38 percent of all college students were over age 25.

Among other findings from the study:

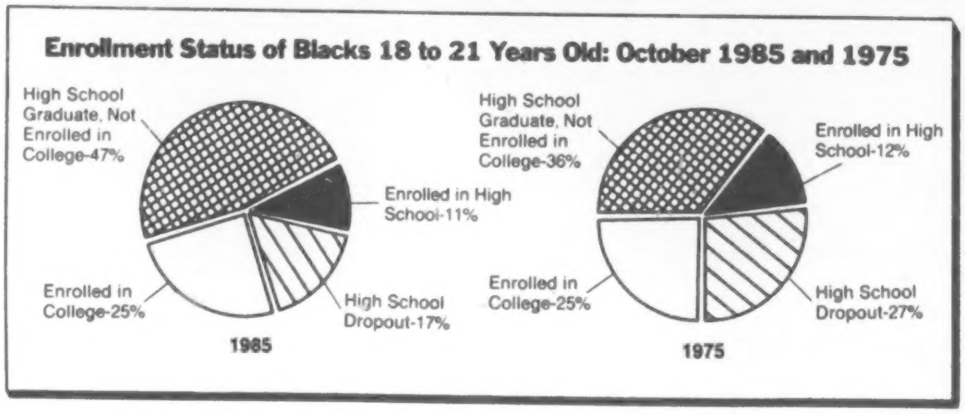
- About 40 percent of both black and white 3- and 4-year-olds were enrolled in nursery school in 1985.
- Of the children enrolled in nursery school, 66 percent of the blacks attended school all day, compared with 28 percent of the whites.
- In 1985, 64 percent of the black 3- and 4-year-olds attending nursery school were enrolled in public-school programs, compared with 30 percent of their white counterparts.
- About 64 percent of black kindergartners were attending school all day in 1985, twice the proportion of whites.
- There was no significant difference in nursery-school enrollment between children of mothers who were employed and those whose mothers were not employed. However, slightly more children of working mothers attended full-day programs.
- Total high-school enrollment was 40.8 million in 1985, down from 46.1 million in 1975.

Copies of the study, *School Enrollment—Social and Economic Characteristics of Students: October 1985 and 1984* (Series P-20, No. 426), can be ordered from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.



Enrollment Status of Persons 18 to 21 Years Old by Race: October 1975 and 1985

SOURCE: U.S. Bureau of the Census



Enrollment Status of Blacks 18 to 21 Years Old: October 1985 and 1975

Arkansas Coach Fired After Racial Incident

Following an incident in which a black high-school tennis player was not allowed to play a match at an all-white country club, the Forrest City, Ark., school board has voted to fire employees who disobey the board's racial-equality rules

Teresa Whitfield, a visiting tennis player from Earle High School in Earle, Ark., was sent to play her match at a city tennis court by Charles Bowlin, coach of the Forrest City High School team, because she is black.

The president of the Forrest City

incident that Ms. Whitfield could have played at the club, but noted that Mr. Bowlin had never asked about the club's policies.

The Forrest City board last week drafted a formal apology to Ms. Whitfield, and its president, Marlene Zaleski, said members deeply regretted the incident.

The board's new personnel policy also calls for racial-sensitivity training for school employees.

Jack Hosford, coach of the Earle tennis team, was relieved of his coaching duties last week because he allowed the rest of the team to

play at the country club after Ms. Whitfield was forced to play her Forrest City opponent at the public court. Ms. Whitfield won the match.

Earle High School will no longer play Forrest City in tennis, officials said. Ms. Whitfield's parents have hired a lawyer and may sue the Forrest City School District or the country club.

The Forrest City district made national news earlier this spring as well, when its high school held a racially integrated senior prom for the first time since the start of desegregation 20 years ago. —M.W.

MEDIA

MacNeil-Lehrer Productions and WETA, the Public Broadcasting System affiliate in Washington, are co-producing a five-part series on education to be aired in prime time on P.B.S. stations next spring.

"Learning in America," underwritten by a $3.9-million grant from the Chrysler Corporation, will be hosted by the veteran political correspondent Roger Mudd, who held positions at both NBC News and CBS News before joining the Corporation for Public Broadcasting's MacNeil-Lehrer News Hour.

Through a blending of documentary reporting, interviews, and discussions among prominent educators and policymakers, the series will explore such topics as elementary and early-childhood education, teacher quality, testing, development of a common curriculum, dropout retraining, functional illiteracy, and the allocation of economic resources.

Its first scheduled broadcast will carry the viewer to Japan for an examination of the differences between U.S. and Japanese high schools.

Planners suggest, in a statement released this month announcing the project, that the broadcasts will provide "the most comprehensive public forum ever on this vitally important national issue."

■

A 20-minute video on school-library media programs will be previewed in July at the annual conference of the American Library Association.

The Information Power Video, produced by Encyclopaedia Britannica, was filmed in seven exemplary school-library media centers and features the education-reform leader John I. Goodlad, a professor at the University of Washington.

Karen Whitney, president of the American Association of School Librarians, will include the video in her presentation to the convention. It was produced to incorporate graphically points contained in the association's report, "Information Power: Guidelines for School Library Media Programs."

"Viewers of the video will soon see," Mr. Goodlad says, "that since the last guidelines were published 13 years ago, libraries have been redefined."

For further information, contact the Public Information Office, American Library Association, 50 E. Huron St., Chicago, Ill. 60611; (312) 944-6780.

■

KIDSNET, a Washington-based nonprofit organization promoting the educational potential of electronic media for children, has received a $150,000 grant from the John D. and Catherine T. MacArthur Foundation to improve its database and conduct a survey of broadcast, print, and audio-visual materials in schools and libraries.

"Radio and television productions can enrich and extend classroom curricula," said John E. Corbally, president of the foundation, "but more often than not, these materials are used inefficiently or inappropriately. KIDSNET solves that problem."

The MacArthur funding will enable the computerized clearinghouse to "enhance the evaluative strengths" of its database, officials said, by including reviews, critiques, and program-awards information.

A $20,000 grant from the Ford Foundation, also announced this spring, will allow KIDSNET to develop greater coverage of programming targeted for minority children.

Further information is available from KIDSNET, 6856 Eastern Ave., N.W., Suite 208, Washington, D.C. 20012; (202) 291-1400.

■

CompuServe's Education Forum is offering a regular series of "online events"—the latest, a chance to talk over reform issues with Albert Shanker, president of the American Federation of Teachers—to educators who subscribe to the network and have personal computers equipped with a modem and telecommunications software.

Mr. Shanker was scheduled to take part last Thursday in a 90-minute interactive computer conference sponsored by the forum.

Chuck Lynd, manager of the forum and online conference moderator, said that "teachers no longer feel isolated when they can communicate with their colleagues and with leaders like Albert Shanker by simply logging on to a computer network."

He called the network, which is operated by LINC Resources Inc. in Columbus, Ohio, "a new kind of resource that helps empower teachers." In addition to the computer conferences, network members exchange information on a wide variety of topics through the forum's message board, read or "download" files from the forum's libraries, and share public-domain software, he said.

For further details, contact Mr. Lynd at LINC Resources, 3857 North High St., Columbus, Ohio, 43214; (614) 263-5462.

■

Two projects of interest to educators were among the 18 independent productions chosen this spring to receive funding from the Corporation for Public Broadcasting.

"The Road to Brown," two 60-minute documentaries giving the personal histories of firsthand participants in the great cases and events of the modern civil-rights movement, will receive production funding from C.P.B. "The Toughest College Entrance Exam," a 60-minute production using a series of personal profiles to convey the impact of rising college costs on Americans, particularly the disadvantaged, will receive research and development funds. —M.S.R.

Languages Test Seen Spur to Reforms

Continued from Page 1

dence, they'll run to it."

Language proficiency has been "widespread as an instructional goal," noted Kenneth A. Lester, a foreign-language consultant for the state's bureau of curriculum and instruction, "but there haven't been good outcomes."

The assessment, he said, provides a "benchmark for how well we are attaining our goals."

The results indicate, Mr. Lester noted, that students have a way to go. They performed best on the reading test, and least well in speaking and writing. And they did better on items requiring literal comprehension skills than on those that required them to make inferences or draw conclusions.

But the findings also suggest ways schools can improve their instructional practices to boost proficiency, Mr. Lester said.

In particular, he said, teachers should speak the foreign language exclusively, allow students to speak it as much as possible during class, and employ materials that use everyday vocabulary.

To help teachers who want to change their methods, state officials plan to develop materials and training programs on teaching for proficiency, and to hold a statewide conference on the subject.

In addition, they plan to conduct the assessment again in about five years to gauge students' progress.

New Direction

The foreign-language test was part of the Connecticut Department of Education's ongoing effort to assess student performance in each of the 11 subjects mandated by state law.

Pupils in the 4th, 6th, and 8th grades are tested annually in basic-skills subjects; in the other subjects, including social studies, science, and career education, students are tested every five years.

No other state currently tests students in foreign languages, although beginning in 1989, New York State will require students to take a Board of Regents examination in foreign languages in order to earn a Regents high-school diploma.

Lacking a model, the Connecticut department contracted with the Educational Testing Service, which develops the advanced-placement and achievement tests in foreign languages for the College Board, to develop the tests. The Scholastic Testing Service administered the tests and analyzed the results.

Officials agreed, Ms. Baron said, that the assessment should point to "the direction we want the program to go," rather than "mirror what is going on."

The state's "common core of learning" recommends that all students be able to communicate in a language other than English, she noted, and that served as the basis for the decision that the test would measure students' reading, writing, speaking, and listening skills.

A focus on such skills appears to run counter, Mr. Lester said, to the "humanistic" view—expressed by U.S. Secretary of Education William J. Bennett and others—that foreign-language study should emphasize the literature and culture of other lands.

But, he said, state officials believe that language proficiency is the most appropriate instructional goal in such instruction.

"The business sector and the government sector say they need many more people who use foreign languages practically," said the consultant. "If we don't respond adequately to that, we will lose their support, and rightfully so."

Modern Languages and Latin

The test was administered to a sample of 26,855 of the 45,000 high-school students enrolled in second-level courses or above in the four most popular modern languages—French, German, Italian, and Spanish—and in Latin.

Officials chose to test students in Latin because enrollments in that subject have been increasing, Ms. Baron said, and because the officials wanted to "say that's important, too."

All students in modern-language courses took the reading and listening tests, as well as a separate test—in English—measuring knowledge of the customs, history, and geography of the areas where the language is spoken. Those in higher-level courses took a writing test, and a subset of 454 students took a speaking test, which consisted of a half-hour interview with one of 26 specially trained teachers.

Latin students took a test measuring reading-comprehension and grammar skills, as well as knowledge of the English derivation of Latin words and of Roman history and mythology.

The officials also surveyed students, teachers, principals, and foreign-language coordinators to determine their assessments of student abilities and gather data on classroom practices.

The tests were scored using the guidelines for proficiency developed by the American Council on the Teaching of Foreign Languages. These standards rate students' proficiency as "novice," "intermediate," "intermediate high," and "advanced."

Test Results

The results show that students generally did well on the tasks requiring "novice" and "intermediate" levels of proficiency, but relatively poorly on items requiring higher levels of proficiency. Performance improved over time, however.

For example, on the reading test, students in the French 3 course correctly answered 80 percent of the "novice" items and 44 percent of the "advanced" items. But those in French 6 correctly answered 95 percent of the "novice" items and 76 percent of the "advanced" items.

Other results show that:

- In general, students performed relatively poorly on the speaking portion of the test. A majority of all students tested, except those in the most advanced German and Spanish courses, performed at the intermediate level or below.
- On the culture test, most students were able to answer questions about European countries where the particular language is spoken, but were unable to answer questions about non-European countries employing it.
- Latin students were able to demonstrate the Latin derivation of English vocabulary, but they had difficulty expressing the meaning of Latin passages in English.
- Female students—who outnumbered males in French, Spanish, and Italian courses—generally outperformed males in reading, listening, and writing in the modern languages, and in grammar and reading comprehension in Latin. However, males outperformed females in the culture tests in Latin and Spanish.
- The assessment is one of the few in which inner-city students outperformed their suburban and rural peers in a subject. Urban students—including many from Spanish-speaking homes—performed better than students from other communities in listening and writing in Spanish.

However, there were no differences between the two groups in the Spanish speaking test. Ms. Baron speculated that this may have been because the native Spanish-speakers employed non-standard Spanish at home.

The results' most immediate implication for instruction, officials agreed, is that teachers should try to speak the foreign language at all times during class.

'A Chance To Practice'

"In many classes, if teachers really want you to understand something, they tell it in English," said Mr. Lester. "That undermines the usefulness of a foreign language as a true communicative device."

In addition, he said, teachers should use materials that employ vocabulary from everyday life, including newspapers and letters, rather than formal literary language.

Students who reported using everyday vocabulary scored higher on both the listening and reading tests than those who said they "never" or "almost never" do.

Teachers should also devote a portion of each class to allowing students to convey information in the foreign language, Mr. Lester suggested. "The only way students will learn to speak is to have a chance to practice," he said. "That's something that's not characteristically been done in foreign-language classes."

Students who reported that they and their teachers use the foreign language at least half the time in class outperformed those who spoke English in class on all tests, including the reading test.

Breaking the Mold

The data also suggest that a longer period of foreign-language study is useful in developing proficiency. Students who had taken foreign-language courses before high school outperformed those who had not, and those who planned to continue their language studies did better than others.

The officials stopped short of recommending additional requirements, however.

"We are convinced that we can do more with what we have now," said Ms. Baron. "We haven't begun to tap our resources."

Nevertheless, she noted, less than half of the state's high-school students are enrolled in a foreign-language course, and most who do enroll study the language for two years or less.

Nationally, according to the U.S. Education Department, almost a third of public-high-school students are enrolled in a foreign-language course—the largest proportion in almost 70 years. And 64 percent of high-school graduates in 1987 had taken at least one foreign-language course.

But Chester E. Finn Jr., the department's assistant secretary for educational research and improvement, noted that "these encouraging facts have an obvious downside: They mean that a third of our children graduate without taking even a single high-school course in a foreign language."

"Generally around the country," added Mr. Lester, "students are advised to take a foreign language if they are in a college-preparatory course. That restricts enrollments, mostly, to college-preparatory students, who take the two or three years necessary for college admission."

"We're trying to break that mold," he added. "Two or three years will not result in proficiency."

Use of Target Foreign Language in Connecticut Modern-Language Classes
(Extent of Language Use by Percent of Teachers Surveyed)

	Mostly English	Equal Amounts of English and This Foreign Language	Mostly This Foreign Language	Only This Foreign Language
Teacher speaks				
Course 2	6	52	36	3
Course 3-6	1	15	60	16
Students speak				
Course 2	25	51	20	2
Course 3-6	4	28	51	11
Students hear				
Course 2	5	51	39	3
Course 3-6	1	14	63	16
Students write				
Course 2	1	14	45	37
Course 3-6	0	4	29	61

SOURCE: Connecticut Assessment of Educational Progress

Connecticut's Proficiency Guidelines

Following are the proficiency guidelines used in the listening and speaking portions of Connecticut's 1987 foreign-language assessment. On accompanying questionnaires, students were asked to rate themselves on the following:

If tomorrow you were to travel to a country where this foreign language is spoken, what would you be able to listen to and understand?

Novice I can understand a few memorized words like greetings or words that are similar to English words.

Intermediate I can understand native speakers who are used to dealing with foreigners and do not mind speaking slowly, repeating, and rewording themselves. I can understand some simple face-to-face conversations, routine telephone exchanges, and short announcements.

Intermediate High I can understand longer conversations of native speakers on a number of topics that refer to different times and places. The speaker can be on television or radio as well as in person.

Advanced I can understand descriptions, interviews, short lectures on familiar topics, and news reports.

If tomorrow you were to travel to a country where the foreign language is spoken, what would you be able to speak?

Novice I can speak using only memorized phrases and common words like colors, clothing, days of the week, and family members.

Intermediate I can speak with a native speaker who is used to dealing with foreigners and does not mind frequent errors in pronunciation and grammar. I can participate in short conversations, make statements about myself and my family, and ask and answer simple questions. I can get through simple survival situations like asking for and giving directions, giving simple messages over the telephone, and ordering a simple meal.

Intermediate High I can speak with a native speaker who is not impatient when I repeat myself from time to time in order to be understood. I can describe familiar subjects related to work and recreation. I can tell a simple story using past and future tenses.

Advanced I can speak with a native speaker who is not used to dealing with foreigners. Although still making errors in grammar, I can describe and narrate situations related to a variety of topics like current events or travel.

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Church Day-Care Units Win Exemption From State Law

Continued from Page 1

Learning Center v. *Jackson*, is the first of its kind to be decided by a federal appellate court. They note that the ruling could influence the outcome of suits across the nation involving state regulation of church-affiliated day-care centers and schools.

The decision is also likely to add fuel to the debate over licensing provisions in a major child-care bill being considered by the Congress.

According to a 1982 study by the National Council of Churches, churches and synagogues are the largest providers of child care in the United States. The study, which the group said covered only a fraction of the nation's religious institutions, identified 15,000 church-housed centers serving about 1 million children a day.

'Teach Thy Children'

Virginia is one of 12 states that exempt church-sponsored centers from licensing requirements.

Although the state has required day-care operators to obtain licenses since 1948, its welfare department broadened the requirements in 1976 to include standards governing building space, equipment, programs, health, nutrition, disciplinary practices, and parental participation.

The Virginia legislature passed the religious exemption to most such regulations in 1979, following complaints from fundamentalist Christian churches, which claimed they could not apply for or accept licenses to perform a task they considered part of their religious mission.

"The concept of first going to the state to carry out what they see as a biblical command to 'go forward and teach thy children' was at the very crux of the issue," said Anthony F. Troy, a lawyer who represented four fundamentalist churches that intervened in the case.

The 1979 law gives religious institutions the option of applying for licensing exemptions. Exempt centers are still required to meet building and fire codes and specified child-staff ratios, but the state does not conduct routine monitoring to assure compliance.

Supreme Court Ruling Cited

Three day-care centers that are not affiliated with churches filed suit against the state in 1980, claiming that the exemption gave sectarian centers a competitive advantage. They alleged that the law violated both their 14th Amendment right to equal protection of the laws and the First Amendment's establishment clause.

U.S. District Judge Richard L. Williams initially held that the exemption was warranted to avoid infringing upon the churches' religious freedom. But the Fourth Circuit Court overturned his decision in 1984, concluding that the exemption was unconstitutionally broad.

The appellate court, however, sent the case back to Judge Williams to consider the arguments of the four sectarian centers that sought permission to intervene in the case. On remand, the district judge agreed with the Fourth Circuit panel that the exemption was unconstitutional.

In overturning that decision this month, the federal appellate panel cited the U.S. Supreme Court's ruling last summer in *Church of Jesus Christ of Latter Day Saints* v. *Amos*, in which it upheld an amendment to Title VII of the Civil Rights Act of 1964 that exempts religious organizations from a ban on religious discrimination.

The case involved a building engineer who was fired from his job in a gymnasium operated by the Mormon church because he failed to qualify as church member.

The High Court deemed the exemption an acceptable accommodation of religion and not a violation of the establishment clause. The law was justified, Associate Justice Byron White wrote, "to alleviate significant governmental interference with the ability of religious organizations to define and carry out their religious mission."

John E. Heintz, a lawyer who represented the three Virginia day-care-center operators who filed the suit, maintained that the Fourth Circuit Court erred in applying the rationale of the *Amos* ruling in the *Forest Hills* case.

While the former case legitimately addressed the right of religious organizations to choose their associates, he said, child-care safety standards "cannot possibly implicate religious choice or the ability of the church to define its mission."

Mr. Heintz said his clients may appeal the decision to the Supreme Court.

Claim Victory

Lawyers who have represented fundamentalist Christians in First Amendment cases say the ruling in the *Forest Hills* case represents an important victory for church groups seeking an end to government regulation.

The decision bolsters the argument "that there are government activities that affect religious institutions which are neither required by the free-exercise clause nor prohibited by the establishment clause," said Bradley P. Jacob, a lawyer with the Christian Legal Society.

"I think it will be another bullet in the arsenal of those of us who believe that church ministries, including their educational ministries, ought not to be regulated and approved by the government," said Michael P. Farris, a lawyer who has been involved in a number of church-state cases.

Mr. Farris added that existing laws against child abuse, rather than state licensing of day-care centers, constitute "the best system to preserve the safety of children and the freedom of our country."

Day-care centers, he said, "can be regulated to death and still abuse children."

Most Support Licensing

Opponents of the decision note, however, that most religious groups support and abide by licensing requirements, even in the 12 states that grant exemptions.

In a 1984 paper on child care, the National Council of Churches endorsed licensing, calling it "an official acknowledgment of public reponsibility to maintain healthy, safe, and developmentally appropriate conditions for children" and "consumer protection" for parents.

The Virginia Council of Churches also supports licensing and filed a friend-of-the-court brief on behalf of the plaintiffs in *Forest Hills*, said James F. MacDonald, the group's general minister.

Deann Lineberry, assistant communications director for the Virginia Department of Social Services, said that about 75 percent of the state's church-affiliated child-care centers continued to seek licenses for several years after the exemption was enacted. But she noted that the proportion had slipped to just over 50 percent in recent years.

Proponents of licensing fear that in the increasingly competitive day-care market, the *Forest Hills* decision and others like it could prompt church groups to press for exemptions similar to Virginia's and for a general relaxation of standards.

"The perception that we need more child care . . . gets people's guards down about the notion of quality child care," said Carol Sanger, a law professor at Santa Clara University who specializes in child-care licensing issues. "When you begin to grant exemptions, it signals to the entire day-care industry that less is enough."

Ms. Sanger noted, however, that the ruling does not require states to grant exemptions to church centers, and that state courts have ruled against churches in several cases in which they attempted to demonstrate a right to exemptions.

Other observers have noted that the Fourth Circuit Court's ruling could extend beyond the realm of child care.

Implications for Schools

In cases involving state regulation of religious schools, "we've had the old Fourth Circuit ruling [in the *Forest Hills* case] thrown up in our faces from time to time," Mr. Farris said. "I see no reason now not to turn the tables."

Lee Boothby, general counsel for Americans United for the Separation of Church and State, agreed that the ruling is likely to encourage conservative church groups to challenge state rules affecting their schools. "They're the same people and they see the issue the same way," he said.

Although there are several cases challenging or seeking to uphold various forms of religious-school regulation, only one state—North Dakota—currently requires church-affiliated schools to employ only certified teachers, according to Mr. Farris. A state-court decision upholding that requirement is pending before the U.S. Court of Appeals for the Eighth Circuit.

The *Forest Hills* ruling also could have some bearing on the debate in the Congress over the extent to which the federal government should support and regulate church-sponsored centers.

The "act for better child-care services," a measure introduced in the Congress last year, would disallow the use of federal funds to support sectarian activities, and would require centers that receive funds to meet certain federal standards.

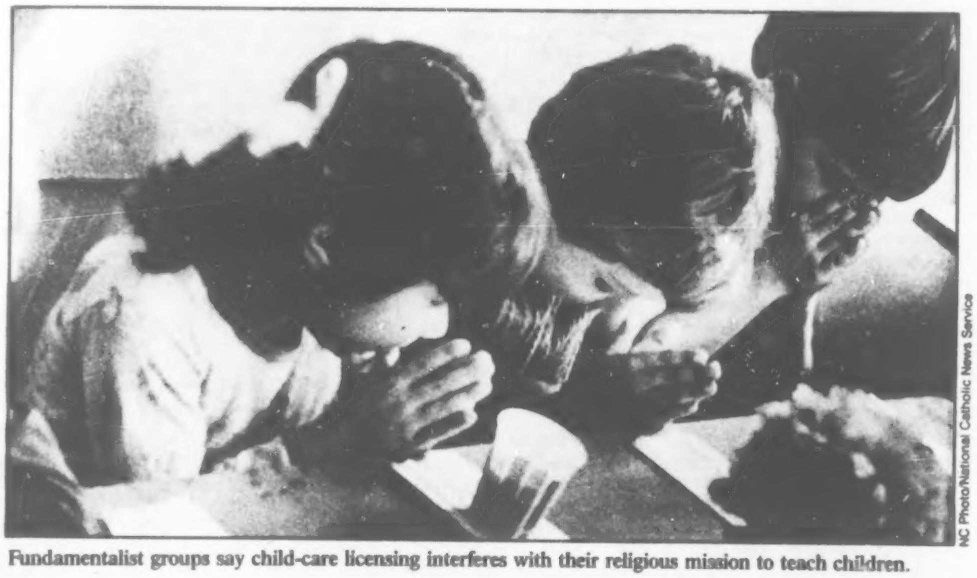
The bill's supporters maintain that it would not interfere with existing state exemptions from licensing.

Since exempt centers would not be eligible for funds, however, the measure would force church institutions to accept the funds or "compromise their principles," Mr. Boothby noted.

"This ruling will indicate to regulators and the Congress that exceptions have to be made for religious organizations," said William Bentley Ball, a lawyer who has been involved in many church-state cases.

Gwen Morgan, a lecturer at Wheelock College who conducted a 1986 study on day-care licensing, said the church-state debate is likely to widen the rift between day-care operators and public policymakers with differing views on who should provide child care and how it should be regulated.

"This kind of issue drives a wedge into any possible consensus, and that's too bad," she said.

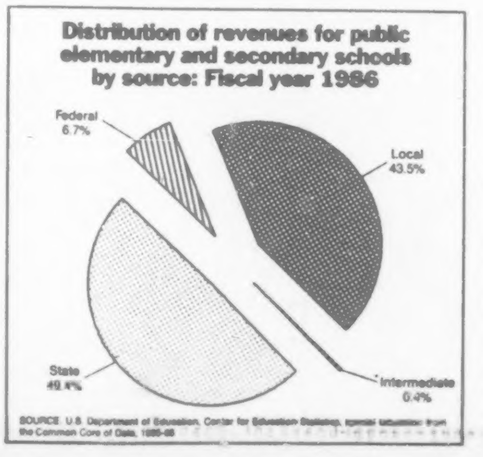


NC Photo/National Catholic News Service

Fundamentalist groups say child-care licensing interferes with their religious mission to teach children.

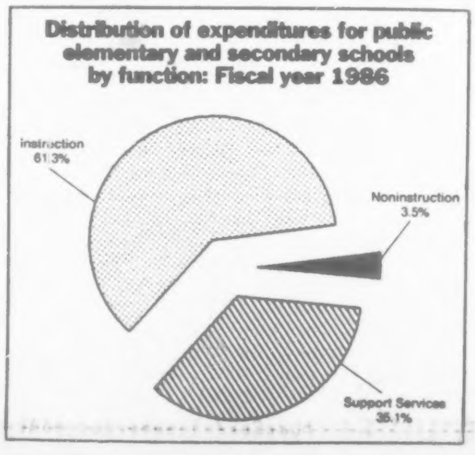
DATABANK

A recent report by the U.S. Education Department provides a broad fiscal overview of public elementary and secondary education. For fiscal year 1986, it notes, total school revenues nationwide exceeded $149 billion. The following charts show the sources and uses of education funding.



Distribution of revenues for public elementary and secondary schools by source: Fiscal year 1986

SOURCE: U.S. Department of Education, Center for Education Statistics, special tabulation from the Common Core of Data, 1985-86



Distribution of expenditures for public elementary and secondary schools by function: Fiscal year 1986

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New Jersey Moves To Take Control of School District

By Lisa Jennings

TRENTON, N.J.—Education Commissioner Saul A. Cooperman of New Jersey last week began proceedings to take control of the Jersey City public schools, describing the urban district as "bleak" and rife with political patronage, cronyism, and fiscal misdealings.

In the first use of the state's new school-intervention law, the commissioner issued a show-cause order to district officials, giving them until June 3 to demonstrate why the schools should not be taken over and operated by the state.

Though several states have similar intervention laws, Jersey City is the first school district in the nation determined to be in a state of "academic bankruptcy." *(See related story on page 12.)*

Education officials also filed a separate motion with the New Jersey office of administrative law for "emergent relief," which could place the district's fiscal and personnel management under state control as early as mid-June.

In a May 24 press conference here, Mr. Cooperman released a three-volume, 2,000-page report on the failing Jersey City district. The massive report, Mr. Cooperman said, documents the results of a comprehensive compliance investigation that began in June 1987 and cost $200,000.

The report details what he described as "innumerable deficiencies that go to the heart of the district's operation."

"The school district has failed the children and the residents of the city," Mr. Cooperman said. "Our first priority must be to serve as advocates for these kids to make sure they get the education they deserve."

The report also charges that district officials violated state contract-bidding laws and allowed political interference in school affairs.

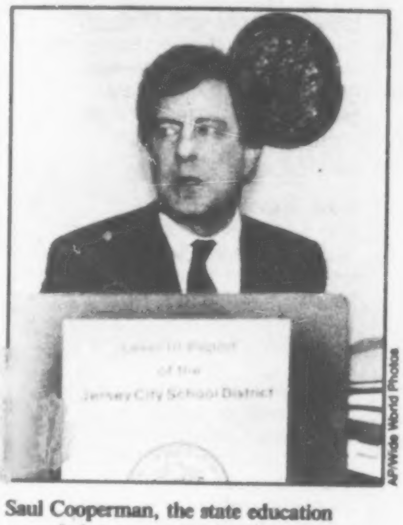
"The Jersey City School District can be characterized as a public enterprise that has reached a state of managerial bankruptcy," the report says. "The district clearly lacks the resolve or resources that are essential prerequisites for the fundamental redirection of the schools."

Gov. Thomas H. Kean proposed the inter-

Continued on Page 12

Key State Charges Against The Jersey City School District:

- Jersey City schools are in a "dire situation, and the district remains unable and/or incapable of correcting its own problems."
- The Jersey City Board of Education has "a deeply rooted history of governance problems" that continues to the present.
- The district's employees are treated "unfairly and with indifference."
- "Widespread political patronage, nepotism, cronyism, and union pressure is a consistent motivation for hiring, firing, promotion, and deployment of staff."
- "Innumerable" state contract-bidding laws have been violated.
- The school district has "repeatedly failed to meet state requirements for academic-performance standards."
- School facilities are in "deplorable" condition and constantly in need of repair—some to the point of creating a hazardous environment for staff members and students.
- Fiscal management has been "corrupt" and "inefficient," and has violated district and state policy.
- The "systemic failure" of the district has resulted in "thousands of children . . . being deprived of the educational services that constitute a thorough and efficient system of education."



AP/Wide World Photos

Saul Cooperman, the state education commissioner, announcing the takeover.

New York Board And Custodians Forge New Pact

By William Snider

For most of the past year, New York City's board of education has locked horns with its custodians' union, whose members have almost total control over the maintenance and operations of the system's 974 buildings.

The board faced intense political and community pressure to wrest concessions from the powerful union, and the negotiations were widely viewed as a test of the board's ability to devise a new solution to one of the system's most serious and long-standing problems.

The two sides finally achieved a tentative agreement May 19 that pleases some, but not all, of the board's critics. It is, in the words of the board's president, Robert F. Wagner Jr., "historic, but not revolutionary."

The new pact will expand the duties of the custodial force and make it easier for the board and community groups to use the schools outside of the normal hours of operation.

And—for the first time—it gives principals some authority over the custodians by granting them a role in custodial evaluations.

But it falls far short, critics argue, of bringing the highly paid and virtually autonomous custodial workforce more directly under the control of the school district's administrators.

New York City's custodians do not fit the

Continued on Page 23

Low Pay, High Attrition Rates Plaguing Day Care, Study Finds

By Deborah L. Gold

Low teacher salaries and high turnover rates are undercutting the supply and quality of day-care and Head Start programs in New York City, according to a study that experts say underscores an alarming national pattern.

The city's publicly funded child-care programs "are being strangled by an inability to recruit and retain qualified teachers," says the study by the Bank Street College of Education.

"The problem has reached a level where it presents disastrous consequences for both the supply and quality of these programs," concludes the report, "Who Is Teaching? Early Childhood Teachers in New York City's Publicly Funded Programs."

New York is one of many cities across the nation in which growing numbers of working parents are finding it increasingly difficult to find child care outside the home. The shortage comes at a time when education and business leaders are stressing the importance of high-quality early-childhood programs in preventing academic and social problems among disadvantaged children.

Child-care experts say that New York City's problems in attracting and retaining qualified early-childhood teachers are typical of those faced by other parts of the coun-

Continued on Page 21

Also in the news

Minority Gains Eroding, Carter-Ford Panel Says

The commission urges a broad national effort to bring minorities into the mainstream by the end of the century.

4

New York State Will Allow Homeless To Choose Children's Schools

Scheduled to take effect next fall, the new regulations are expected to affect about 2,000 children living in shelters.

10

On Capitol Hill: An Annual Ritual Opens Appropriations Season

Persistent lobbyists and reporters—and a stubborn subcommittee chairman—play an elaborate political game.

14

E.D. Rights Tally Still Bypassing Many Districts

Survey Method Misses Thousands, Data Show

By Julie A. Miller

WASHINGTON—In 1984, when the Education Department's office for civil rights altered the way school districts are selected for its semiannual survey, education and civil-rights groups argued that the changes would severely reduce its usefulness.

In planning for the 1988 survey—which provides the only federal data on civil-rights compliance in education—O.C.R. has quietly inched back toward its old method, rescinding a change that allowed large districts to sample only certain schools and designing the sample to include more districts that have not been surveyed recently.

But an *Education Week* analysis of agency records indicates that, even with the planned changes, the 1988 survey will again bypass many districts not surveyed recently. That group includes more than half of all school districts in the country.

O.C.R.'s failure to survey all or most districts periodically is the chief complaint of its critics, who argued in 1984 that the agency should retain a system that ensured that all districts above a certain size would be surveyed at least once every six years.

About 2,000 districts that were included at least once in the 1978-1980-1982 cycle will have been bypassed by the surveys done in 1980, 1982, and 1988, according to the analysis.

In addition, about 7,000 districts, mostly small ones, will not have been included since 1976, when virtually every district in the country was surveyed.

The *Education Week* analysis tabulated the number of districts included in each of the past six survey years for 11 representative states, which encompass almost 6,000 school districts. It also tabulated the num-

Continued on Page 20

Carter-Ford Panel Says Race Issues 'Moving Backward'

By Robert Rothman

WASHINGTON—Charging that America is "moving backward" in its efforts to ensure full participation by minority citizens in the nation's life and prosperity, a panel of leaders from education, business, and government last week urged all segments of the society to work toward boosting opportunities for minorities.

In a report issued here, the 34-member commission—whose honorary co-chairmen were former Presidents Jimmy Carter and Gerald R. Ford—acknowledges that minorities have made gains in educational achievement and income since the 1960's.

But these gains appear to have slowed or reversed, it states, and the disparities between minorities and the white majority are widening at a time when the minority proportion of the population is growing.

Failing to eliminate these gaps by the end of the century—when minorities will constitute an estimated one-third of the nation's population—would have grave consequences for all Americans, the panel concludes.

"Our democracy simply cannot succeed if one-third of our people—characterized by the color of their skin and their ethnic identity—are essentially cut off from participation in our national life," the commission's chairman, Frank H. T. Rhodes, president of Cornell University, said at a press conference.

"If we fail to address this problem adequately," he continued, "we will face not only social injustice, but also social disharmony and disruption."

"Such a failure," Mr. Rhodes warned, "would endanger our national security, as well as threaten our ability to compete in the international marketplace."

The panel, appointed by the American Council on Education and the Education Commission of the States, calls on colleges to strengthen efforts to recruit and retain minority students, and to work with schools to improve their precollegiate academic preparation.

In addition, it proposes that elected officials lead efforts to assure minority advancement and stimulate economic growth; that private and voluntary organizations initiate new programs to boost minority achievement and participation; and that minority public officials and groups expand their roles within the minority community. And it calls for a "new vision of affirmative action" that would stress voluntary efforts to expand opportunities for qualified minorities.

The goal of such efforts, the report states, is to eliminate "the gaps that mark our minority population as disadvantaged."

"Our hope," it says, "is that in 20 years, an examination of the statistics indicating educational access and achievement, employment and income, life expectancy, and other measures of social well being . . . will reveal no disadvantage for minorities in comparison with other groups in the population."

At least one member of the panel—Gov. John A. Ashcroft of Missouri—refused to sign the report. Mr. Ashcroft considered its conclusions "too negative," according to a spokesman. Another panelist, former U.S. Secretary of State William P. Rogers, had declined as of last week to indicate whether he would sign the document.

'Clarion Call'

The panel, known as the Commission on Minority Participation in Education and American Life, was formed in January and charged with issuing a "clarion call" on the need to reverse lagging minority participation in higher education and other sectors of society. *(See Education Week, Jan. 27, 1988.)*

Its distinguished roster of members included former Secretary of Education Terrel H. Bell, four governors, three former U.S. secretaries of state, corporate executives, civil-rights leaders, and college presidents.

According to Mr. Rhodes, the report's title—"One Third of a Nation"—is both a reference to the growing minority population and a reminder of President Franklin D. Roosevelt's famous phrase describing the Americans most needing help during the Great Depression.

'Lost Ground'

The report cites evidence that "the faltering pace" of minority advancement can be found "everywhere in our society—in our schools, on our college campuses, on the street corners of our cities."

"The statistics by which we measure our social and economic health and well-being clearly indicate that progress has virtually halted," it states, "and in many areas we have lost ground."

It notes, for example, that:

- Black median family income, which jumped from 54 percent of the white median in the 1950's to 61.5 percent in 1975, had fallen to 57.5 percent of the white median by 1985.
- Although the average scores for black students taking the Scholastic Aptitude Test have increased over the past decade, they continue to lag behind those of whites. Of the 1.05 million high-school seniors who took the test in 1985, just over 70,000—9 percent—were black, and of those, 73 percent scored below 400 on the verbal section and 64 percent scored below 400 in mathematics. By contrast, among whites, only 31 percent scored below 400 on the verbal portion and 22 percent had math scores below that level.
- Despite "dramatic" improvements in high-school graduation rates among minority students, minority-group members are far less likely than whites to have a college education. In 1986, 20.1 percent of whites over 25 had completed four years of college; the rate for blacks was 10.9 percent, and for Hispanics, 8.4 percent.

'Passport to Opportunity'

The report notes that the decline in college participation is a particularly serious problem for minorities, since a college degree is increasingly "the passport to greater opportunity and achievement." But more important, it states, the decline is harmful to the nation as a whole, since society relies on college-trained citizens to become taxpayers and leaders.

"A decline in educational attainment by any substantial population group is cause for deep concern—especially at a time when technological advances and global competition put a premium on trained intelligence, advanced skills, and a high degree of adaptability," it says.

Reversing the trend in the minority college-going rate will require a concerted effort at all levels of education, the report says.

"The aptitude for higher education and the ability to succeed in college and graduate school do not suddenly materialize at age 18," it notes.

The report urges educators at all levels to "recognize their interdependence," and to work together to improve the precollegiate training of minority students.

In addition, it recommends that:

- Colleges renew and strengthen efforts to recruit and retain minority students and faculty members;
- National leaders include additional federal investment in programs for disadvantaged youths in any package to stimulate economic growth;
- Private and voluntary organizations create new programs for minority advancement, including internships, intervention efforts, remedial education, and enrichment activities; and
- Leaders from historically black colleges and other minority institutions "recognize their importance as role models" and work toward developing a new generation of leaders.

Parents See Reading Ability of Children as A Major Factor in Their Success as Adults

By Robert Rothman

WASHINGTON—Parents view reading ability as one of the two major determinants of a child's prospects for success in life, a national survey has found.

That ability far outranks such factors as school attended, grades received, and family income and neighborhood, the respondents said. Only "time spent with parents" was rated as more crucial.

Moreover, nearly two-thirds of parents said reading skills were more important in today's "video-oriented society" than in the past.

The results of the poll of 1,000 parents of children ages 3 to 14 were presented last week at a press conference here. Officials of JELL-O Desserts—which commissioned the survey by the Roper polling firm—also announced the creation of a new reading program for pupils in grades 2-4.

The study corroborates earlier research findings that parents who read themselves and read to their children are more likely to foster a liking for reading. And, it found, parents consider themselves—not the schools—primarily responsible for developing children's reading skills and interests.

Readers Foster Readers

But they also said reading was by far the most crucial subject studied in school, with 97 percent rating it "very important." Arithmetic was ranked second, with 89 percent.

The high value placed on reading skills was consistent across all demographic groups, the survey found.

"Men and women, rich and poor, black and white, high-school dropout and college graduate, in nearly equal proportions value the importance of reading," said the pollster Burns Roper, president of the Roper Organization Inc.

But the survey also found gaps between parents' high regard for reading and their assessments of their children's reading abilities and interests. Two-thirds of parents said they were "very satisfied" with how well their children read, but only 51 percent said their children were "very interested" in reading. Such interest tends to drop significantly after the 5th grade, the survey found.

In addition, it found, parents consider how well their children read more important than how often they read. That opinion, the report notes, is contradicted by research showing that reading ability is directly related to reading frequency. Fewer than half the parents surveyed reported that their children read every day.

Secretary of Education William J. Bennett, who appeared at the press conference along with officials of national groups that promote reading, said he was encouraged by the almost universally high value parents place on reading.

"Parents are clear about what they think should happen, and they are right," said the Secretary, who has been a strong advocate of greater parental involvement in children's education.

But, added Ruth Graves, president of Reading Is Fundamental Inc., other results from the survey suggest that "the glass is ominously half full."

'Reading Rocket'

"Too many children are not reading as well or as often as they should," she said. "Reading must be practiced, not just valued."

The survey sponsor's new reading program is set to begin next fall in all elementary schools in four cities: Boston; Fresno, Calif.; Indianapolis; and Portland, Ore. The curricular supplement, known as "Reading Rocket," is aimed at instilling in young people a love for books, project officials said.

"We want to plant these seeds as early as possible, instead of waiting until children's interest falls off," said Nina Link, vice president and publisher of the Children's Television Workshop, which developed the program.

In addition to providing more in-class reading, Ms. Link noted, the program will foster parental involvement by requiring children and parents to sign a "pact" promising that they will read together outside class.

'Continued Stimulation'

The new poll's findings also suggest ways parents can encourage their children to read more, Mr. Roper said.

He recommended, for example, that parents continue to read with their children after they reach the 5th grade, in order to stave off the decline in reading interest that tends to occur at that time.

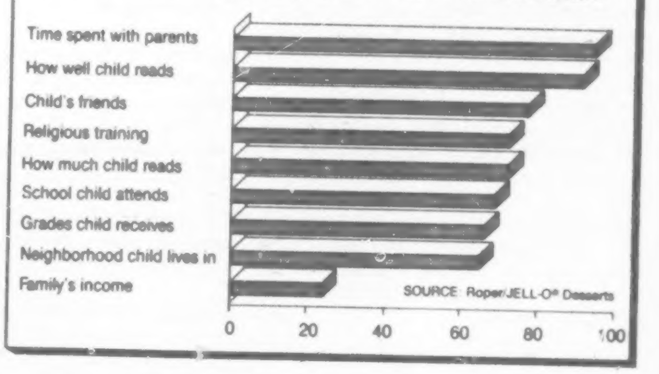
"Just because children start off with high interest in reading does not mean it stays forever without continued stimulation," he said.

Moreover, "parents of boys may need to be more vigilant than those with girls," he noted, since girls tend to be more interested in reading than boys.

Other findings from the survey include:

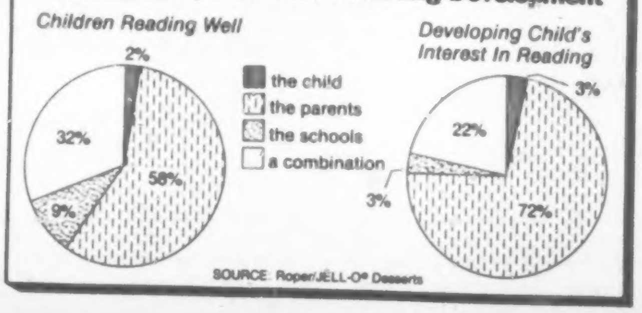
- Avid readers are as interested in their friends and games as those who read less often. "The avid reader is not a 'bookworm,' but is well-rounded," Mr. Roper said.
- Interest in reading and interest in television are not incompatible. Half of children interested in reading, the survey found, also have a strong interest in television.

Factors Rated "Very Important" For A Child's Future



SOURCE: Roper/JELL-O® Desserts

Responsibility For Child's Reading Development



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EDUCATION WEEK

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Illinois Awaiting Governor's Pen On Chicago Plan

Lawmakers' Bill Sets Total School Overhaul

By William Snider

A bill that represents the most comprehensive effort in decades by a state to restructure a major school system now sits on the desk of Gov. James R. Thompson of Illinois.

In the 60 days that the Governor has to consider the bill, he is likely to feel the same pressure from a broad coalition of Chicagoans that has kept reform of the city's oft-criticized school system alive as an issue despite tremendous political obstacles.

The 112-page bill, which would radically restructure the governance of the nation's third-largest school system by creating an unprecedented role for parent-led councils at each school, barely squeaked through the legislature last month.

The bill includes provisions that would dissolve the current Chicago board of education, mandate a search for a new general superintendent, and slash funding and authority from the district-level bureaucracy. It would also create a new, independent oversight body with significant powers to ensure the reforms are carried out.

The measure has been hailed as "historic" by both insiders and national urban-ed-

Continued on Page 30

Off and Running

Atlanta: Hot Time For the 'E' Word

By Julie A. Miller

Atlanta—When Gov. Michael S. Dukakis promised Democrats here that he would "make teaching a valued and honored profession again," the line touched off a thunderously enthusiastic demonstration in the hall.

It was one of the most dramatic moments of the emotion-filled July 21 speech by the Massachusetts governor accepting his party's Presidential nomination. And it was a special high point for the 500 conventioneers—fully 10 percent of all the delegates and alternates—affiliated with the nation's teacher unions.

More broadly, the vocal reaction to Mr. Dukakis's promise—accompanied by a vow to "make our schools and universities and laboratories the finest in the world"—reflected the prominent role accorded education themes in the party's program and plans for the fall campaign.

The delegates here adopted a Democratic Party platform that calls for "significant" increases in federal education spending, universal access to higher education, and equalization of financing among school districts.

And those who addressed the convention vowed to increase support for child care, higher teacher salaries, and federal education programs. They expounded on the link between education and competitiveness, and vigorously attacked the Reagan Administration's record, attempting to portray the Democrats as the party

Continued on Page 18

DEMOCRATIC NATIONAL CONVENTION
We're
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DEMOCRATIC NATIONAL CONVENTION

JULIE A. MILLER/EDUCATION WEEK

N.E.A.'s Mary Futrell on floor of the Democratic Convention. Reports on teacher conventions, page 16.

Mississippi To End Standardized Tests For Kindergartners

By Deborah L. Gold

The Mississippi Education Department will discontinue statewide standardized testing of kindergarten students next year, amid concerns that its test is shifting the kindergarten curriculum toward formal instruction and away from approaches that allow children to progress at their own rates.

Superintendent of Education Richard A. Boyd said he decided to halt the $47,000 testing program after hearing reports that it had caused some "erosion" in the state's approach to kindergarten, which stresses "active learning" through exploration and play.

According to educators evaluating the program, many teachers felt pressured to stray from such methods and use formal pencil and paper drills in order to help prepare children for the test.

"We have desperately tried to provide kindergarten in a developmentally appropriate manner for children in Mississippi," said Gloria C. Correro, coordinator for the early-childhood curriculum and evaluation center at Mississippi State University. "What was happening was that teachers were letting the test become a curriculum

Continued on Page 32

Judge Rules Records Open to Public In Revocation of Certification Cases

By Lisa Jennings

In a case that has pitted Washington State's chief school officer against one of its largest newspapers, a Spokane judge has ruled that the public has a right to view school records when a teacher's certification is revoked.

Thurston County Superior Court Judge Paula Casey handed down the decision in a lawsuit over the right of a newspaper to information on alleged child molesters in the state's public schools. The ruling would allow the Cowles Publishing Company, publisher of *The Spokesman-Review* and *Spokane Chronicle* newspapers, access to school files on 89 cases in the past 10 years in which teachers have either voluntarily surrendered their certificates, or had them revoked by the state office of public instruction.

Newspaper officials requested the access under Washington's open public records act in order to obtain information about teachers accused of sexual misconduct. The public, they argued, has a right to know how the state has handled such cases.

"Over the past few years, we've consistently picked up reports that there are problems in some schools of teachers taking advantage of students," said Chris Peck,

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Also in the news

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Amid low pay, little respect, its responsibilities swell.

13 'Model' Contract in Miami
It includes major salary raises and more authority for teachers.

22 Sweeping Reforms in W. Va.
Controversial bill provides for state takeover of ailing schools.

35 Fresno Tests Job-Training Plan
Pilot effort pays students for working and learning.

Pressure To Extend Asbestos Deadline Heeded by Congress

By Ellen Flax

Washington—School officials who were concerned that they would not be able to meet the first deadline of the federal asbestos law this fall have been given a Congressional reprieve.

After months of intensive lobbying by education groups, the Congress voted in June to allow schools that present valid causes for deferral to complete their asbestos inspections and submit the required management plans to their states by May 9, 1989, rather than the original date of Oct. 12.

The revised deadline was signed into law by President Reagan in July.

Groups representing school-board members and administrators had argued since regulations for the Asbestos Hazard Emergency Response Act of 1986 were published that a shortage of qualified consultants in the field and the fiscal constraints of districts might prevent many schools from meeting the measure's tight deadline schedule.

All public and private schools were to have completed their inspections for asbestos by Oct. 12, and to have submitted plans for managing the cancer-causing substance

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IN SUMMARY

A Gap in Math Achievement
Minority students are falling behind white peers in mathematics as early as the 3rd grade, findings from a new study suggest. **Page 7.**

Least Restrictive, Least Costly
Mainstreaming is the cheapest method of educating special-education students, according to a new cost analysis. **Page 7.**

'Honorscam'?
Bill Honig, California's schools chief, charges that commercial directories that "honor" students are "worthless products." **Page 9.**

Recruiting Preschoolers
A substantial increase in early-childhood pupils has pushed independent-school enrollments up by 6 percent. **Page 10.**

A Truce Over Turf
The N.E.A. and a government workers' union have agreed to stop competing for school support personnel in four states. **Page 13.**

More Say for Teachers, Parents
The Montgomery County, Md., school district has approved a pilot program of school-based management. **Page 15.**

More Accountability?
State legislators appear to be favoring smaller increases in education spending and more accountability. **Page 23.**

No Free Ride
The Supreme Court has ruled that a school district is not required to provide free bus service to poor families. **Page 37.**

Rules for Humanities Grants
The National Endowment for the Humanities has released application guidelines for an array of grant programs. **Page 41.**

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ACROSS THE NATION

STATES

Panel on 'Black Learner' Suggests Yearly Testing in Elementary Grades

Urban school districts in Minnesota should annually assess the educational achievement of all elementary students and develop individualized remediation plans for those who have not mastered grade-level skills, according to a task force created by the state board of education.

The Curriculum Task Force on Educating the Black Learner had been asked by the board to develop strategies to improve the educational achievement of black students. In its report, to be presented to the board on Aug. 9, the panel also recommends that pupil performance on the annual assessments be a factor in teachers' yearly evaluations.

"The position of the task force is that the schools are not doing everything they should be doing to provide a quality education for black students," said Cynthia L. Kelly, an equal-opportunity specialist for the Minnesota Department of Education.

The panel also recommended that the state's teacher-licensing board require teachers to be trained in race relations and multicultural education, Ms. Kelly said.

The report will suggest that prospective teachers be required to do at least part of their student teaching in a school with a culturally diverse student population.

Alabama Board Drops One Test For Teachers, Is Sued on Another

The Alabama Board of Education has dropped a teacher-certification test that was the subject of a seven-year court battle.

But the board now faces a second racial-bias charge in a lawsuit challenging the use of achievement tests for admission to teacher-education programs.

In a 1985 settlement, the board had agreed to pay damages to blacks denied certification because they failed the state-required exam. It also agreed to change the scoring system used in the test, while proposing to create a new certification test.

The board voted in July to drop the existing test, however, after Gov. Guy Hunt failed to release funds for the development of a new exam. The existing test had a 98 percent pass rate.

The new lawsuit, *Groves* v. *Alabama State Board of Education*, contests a board policy requiring that students score at least 16 on the American College Test to enter teacher-education programs.

The suit, filed in U.S. District Court in Montgomery, asks that the requirement be dropped and seeks compensatory damages for prospective teachers harmed by it. Judge Myron Thompson has set a January 1989 trial date.

New Jersey School Chief Acts To Prevent 'White Flight'

Education Commissioner Saul Cooperman of New Jersey has prohibited an upper-middle-class white and Asian community from removing its students from a mostly black and Hispanic high school. The proposed withdrawal, he said, would have had a "significant negative impact" on racial balance and educational quality.

The ruling prohibits Englewood Cliffs, a small community with no high school, from ending a 21-year agreement under which it sends high-school students to Englewood's Dwight Morrow High School.

Englewood Cliffs claimed that the school, which is about 66 percent black and 18 percent Hispanic, was educationally deficient. Instead, the community proposed to send its students to Tenafly High, which is 80 percent white and 18 percent Asian.

The ruling also prohibits the Tenafly district from accepting any more tuition-paying students from either Englewood Cliffs or Englewood, on the ground that the policy "would give state sanction to white flight."

Mr. Cooperman said that under state laws he had "a heavy responsibility to vigorously and aggressively combat threats to racial balance in our schools." That duty, he said, took precedence over both a district's right to end "sending-receiving" relationships, and the rights of parents to send their children to schools outside their district. He also found that Dwight Morrow provides a "more than adequate" college-preparatory education..

They Made a Joyful Noise

Welcome
HOM.
EASTERN
H.S. CHOI
we'er proud of
YOU!!

WILLIAM A. MATHEWS/THE WASHINGTON POST

Parents and friends turned out at Dulles Airport last week to welcome the 54-member choir of Washington's Eastern High School home from a triumphant visit to Europe. The inner-city-school choir won second place at one of the world's most prestigious music competitions for young people—the International Youth and Music Festival in Vienna. Some 37 of the world's best high-school music ensembles participated in the contest. The students had to raise $160,000 to make the trip, while practicing four hours a day, five days a week for five months.

■ **The annual textbook-adoption debate has begun in Texas, the nation's largest single purchaser of school texts.**

Witnesses at July hearings told the state selection committee that junior- and senior-high literature texts offered only "depressing" fare. Recalling that she had laughed only once in reviewing a number of books, one parent said: "Why are you trying to make the lives of our children so miserable? I challenge you to bring something pleasant into the classroom."

Books on the state's approved list will be selected by districts for use between fall 1989 and spring 1996. The state is expected to spend some $115 million this year for textbooks on literature, foreign languages, science and mathematics, and other topics.

■ **Wilmer S. Cody, Louisiana's education superintendent, has asked a state panel not to require students to pass a standardized examination to graduate in 1990.**

The state Board of Elementary and Secondary Education approved an 11th-grade exit test in 1984, but could not afford to have the test prepared until recently. Mr. Cody said the board had not formally notified high-school juniors that it intended to require them to pass the test and thus should set the graduation requirement ahead to apply to the class of 1992.

In making his request, Mr. Cody cited a July opinion by state Attorney General William J. Guste Jr. that the current schedule could violate students' due-process rights and "certainly invites challenges based on a lack of notice."

■ **Idaho's highest court has ruled that Boise school officials erred when they did not place a handicapped boy in a regular classroom in his neighborhood school.**

The Idaho Supreme Court, in a 3-to-2 decision, said Boise school officials violated federal special-education law by offering only a segregated classroom placement for Gabriel Thornock, a 15-year-old student who was born with severe multiple handicaps.

The court said school officials must have "justifiable reasons" for failing to place Gabriel and other handicapped students like him in the "least restrictive" classroom environment whenever possible.

The student's mother had been paying to have her son taught in a regular classroom in a local parochial school since 1982.

■ **The Southland Corporation has acknowledged that it was part of a conspiracy to fix the price of milk sold to Florida public schools.**

Sea-Study Park a Catch for L.A.

Officials of the Los Angeles Unified School District—attempting not to look a gift horse in the mouth—are trying to turn it into a sea horse.

They are proposing to construct a "multipurpose educational park" combining a marine-research center and an environmental-education facility on the site of a former Army post overlooking the Pacific Ocean.

The property was a gift from the federal government that could be rescinded if the district fails to make use of it soon.

The proposed park would operate as a facility for the study of injured marine animals and a center for research activities of university science departments and environmental-research groups.

In addition, students from the Los Angeles schools would visit the research center and an outdoor education park designed for environmental studies.

The federal government, which gave the 52-acre San Pedro parcel to the district in 1979, has given tentative approval for the project.

The parcel originally was ceded to the school district for construction of a high school. The school was never built, however, and district officials had to come up with an alternative plan or return it to the federal government.

The U.S. Education Department has accepted the plan for the park, provided the district makes significant progress on it soon. The department will make a final decision later this year.

The district already has earmarked $5 million for the project. Harcourt Brace Jovanovich, Inc., the publishing firm that also owns the Sea World theme parks in San Diego and Orlando, Fla., has promised $3 million. Other corporations and foundations have pledged $1 million. And officials hope to obtain another $1 million from the sale of land the district won in a lawsuit.

Under the proposal, an existing adult-education facility located on the site, the San Pedro-Wilmington Skills Center, also would be expanded to emphasize training for jobs in the marine industry.

If the park is given final approval this year, it could open in phases beginning about 1991, district officials said. They hope to develop and operate it solely with donated funds.

dicapped, even though other doctors diagnosed the boy as reading-disabled. Following the teachers' recommendations, the couple asked a physician to prescribe the drug, which is a controversial medication used to treat attention-deficit disorders in children. The Cothrans say the drug caused their son to be disoriented.

The school district has denied that teachers gave the parents medical advice.

■ **The state board of regents is not doing enough to help troubled schools in New York City, according to a report by the state comptroller's office.**

The audit charges that the board of regents, which oversees the state department of education, overemphasizes support for suburban and upstate districts at the expense of the city's schools.

In one example cited in the audit, the department had assigned 16 education specialists to assist 45 low-performing schools outside the city, but only 11 for the 400 such schools within the city.

A new study by a New York City watchdog group projects that about 26 percent of the city's high-school students will fail to graduate within four years.

■ **Black leaders in Houston are pondering a campaign to carve out a separate school district in the inner city.**

Consideration of a break-away district—an idea that mirrors proposals being discussed in several other cities—has been spurred by anger at Superintendent of Schools Joan Raymond's plans to transfer a number of black administrators to new jobs within the Houston Independent School District.

State Representative Al Edwards will head a committee to study the separate-district proposal. Some black leaders have accused Ms. Raymond of racism, on the grounds that the new jobs given black administrators provide them with little real power.

■ **More than half the children entering the Chicago public schools are unable to recite their first and last names, speak in complete simple sentences, sit still for a brief story, identify colors, or draw stick figures,** according to a recent *Chicago Sun-Times* survey of kindergarten teachers.

The newspaper poll found dramatic differences between Chicago kindergartners and those of nearby Wilmette. Kindergarten teachers in that affluent suburb said almost all their students had the basic skills needed to begin school work.

■ **For the first time in more than a decade, the St. Paul school system will provide counselors for troubled elementary-school students.**

Under a proposal approved by the school board, the system will hire two elementary-school counselors, one with school-district funds and another with federal funds earmarked for early-intervention programs.

The Citizens Budget and Finance Committee, a panel of teachers, parents, and citizens appointed by the board, had proposed that the district hire four to six such counselors.

■ **Criticism by the state education department of vocational and career education in Boston has spurred city officials to consider taking control of some school-system programs.**

Mayor Raymond L. Flynn's employment commission held a hearing in late June to examine why vocational programs in a city with a large and growing labor shortage nevertheless were experiencing sharp decreases in enrollment.

A recent state report had chided school officials for administrative delays and budget cuts, which it said had harmed the city's main vocational school, the Hubert Humphrey Occupational Resource Center.

The employment commission is expected this month to recommend improvements in the city's employment-training system.

■ **Dearborn, Mich., school officials are working with students and parents to head off any problems when they begin busing Arab-American pupils this fall.**

The new busing plan, aimed at reducing overcrowded conditions in three schools with large Arab-American enrollments, will transfer up to 450 students to four schools with low enrollments of such students.

The Detroit suburb has the nation's largest population of Arab-Americans.

UPDATE

■ **Federal and state prosecutors in New Jersey have charged a dozen school officials and bus contractors in a widening statewide investigation of corruption in the pupil-transportation industry.**

The probe began with allegations of theft and bribery in the Woodbridge school district. *(See Education Week, April 13, 1988.)*

The latest round of accusations, brought against officials of six school districts in July, indicates a "very disturbing pattern of corruption," according to U.S. Attorney Samuel A. Alito Jr.

■ **A federal appeals court has upheld a lower court's order requiring a suburban Philadelphia school district to allow a performance by a Christian magician in a school auditorium.**

In a one-sentence ruling issued June 16, the appellate panel supported U.S. District Judge Louis C. Bechtle's temporary restraining order last year forcing the Centennial School District to allow a Halloween-night performance by an illusionist affiliated with Campus Crusade for Christ. The district had attempted to bar the event, citing its policy forbidding the use of school facilities for religious services, instruction, or activities. *(See Education Week, Nov. 4, 1987.)*

Judge Bechtle has indicated that he will issue a permanent injunction against the district's policy prior to the start of the upcoming school year.

■ **The nation's Roman Catholic bishops have reached a compromise on teaching about the use of condoms to prevent the spread of AIDS.**

At a June 27 meeting, the bishops let stand a controversial church document suggesting that information about condoms may be included in AIDS-education programs. But they also agreed to work on a further clarification of their policy. *(See Education Week, Jan. 13, 1988.)*

■ **A federal appeals court has overturned a jury verdict ordering the Hawkins County, Tenn., school board to pay $70,000 to a parent involved in a dispute over textbooks.**

The U.S. Court of Appeals for the Sixth Circuit ruled in July that Vicki Frost's constitutional rights were not violated when she was arrested for trying to remove her daughter from a 2nd-grade reading class at Church Hill Elementary School.

In the wake of the November 1983 incident, Ms. Frost had sued local school and law-enforcement officials, on the grounds that she had been wrongfully deprived of custody of her child.

Ms. Frost was the spokesman for a group of parents who, in a separate suit, sought to have their children exempted from reading classes because certain textbooks violated their religious beliefs. The Sixth Circuit Court ruled against the parents last year. *(See Education Week, Sept. 9, 1987.)*

■ **Virginia education officials envision "parent resource centers" as one way of tackling the state's special-education problems.**

Staffed by parents, centers in each school district would provide information and assistance to the families of special-education students.

The proposed centers, outlined in a June 23 report to the state school board, were among several steps proposed in response to criticisms in two recent reports of Virginia's education programs for the handicapped. *(See Education Week, April 6, 1988.)*

The officials also proposed that the state step up its monitoring of special-education programs in local schools and provide in-service training in special education to all teachers.

DIMENSIONS

Maintenance & Operations Costs Expressed in Dollars per Student

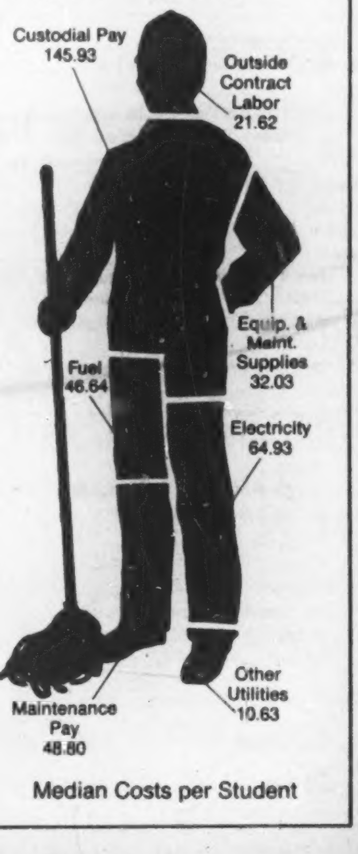
School administrators budgeted a median average of $466 per student for maintenance and operations expenditures in 1987-88, *American School & University* magazine reports. That figure represented about 13 percent of districts' net current expenditures (costs excluding capital outlay and debt service), the magazine calculates on the basis of a national survey of public- and private-school business officers.

The survey, which asked for the first time how much officials invested in contractual maintenance services, revealed that they budgeted about 31 percent of their total maintenance-labor dollars for contracted services.

It also found that:

- ● Custodians and maintenance workers earn the highest median pay—$21,973—in the region that includes Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin; the lowest—$15,333—in the region including Arkansas, Louisiana, New Mexico, Oklahoma, and Texas.
- ● The New York, New Jersey region ranks highest in median expenditures for custodial payroll, contract labor, fuel, electricity, and overall operations.

The accompanying graphic shows the median cost per pupil of the maintenance costs that make up the $466 figure.



Median Costs per Student

School Nurses Seek Broader Role In Wake of New Health Concerns

By Nancy Mathis

ANAHEIM, CALIF.—Voicing frustration over the misperceptions they say have limited both pay and respect for their profession, school nurses have put self-promotion high on their agenda for the coming year.

Participants at the annual meeting of the National Association of School Nurses here said that despite the rising significance of health concerns in schools, most administrators still view the delivery of health services as "a fringe."

"They want to narrow the nurse's role to a specific duty," said Beverly Farquhar, the group's executive director, "but our role has expanded."

Dealing effectively with such problems as AIDS, teen-age pregnancy and suicide, child abuse, drug use, and changes in the ability of families to monitor children's health needs will require, she said, that school nurses be involved in duties that go well beyond "putting on a Band-Aid or doing sports physicals."

Their role should include, in addition to the traditional screenings and first-aid, more emphasis on preventive medicine, counseling, community outreach, and teaching, she and others said.

'The Health Manager'

"We should be the health manager and the leader of the health-care team," argued Lynne Gustafson, the group's outgoing president. She said that the school nurse can play a valuable collaborative role with educators because she has, ideally, gained "educational skills and professional expertise in many areas, especially child development."

Said the incoming president, Vivian Haynes: "The school nurse is the nonevasive, nonthreatening liaison between the school and the community."

To advance this multifaceted view of the profession,, the organization is working with a public-relations firm on a possible advertising campaign and plans to increase its visibility this year at meetings of the American Association of School Administrators.

Leaders of the association, whose 5,000 members include only registered nurses, said they hoped increased collaboration with the school administrators' group would help dispel stereotypes and raise professional standards in their field.

The approximately 30,000 school nurses nationwide, they said, now represent a range of experience and expertise, with some states allowing licensed practical nurses or paramedics to fill such jobs and others requiring baccalaureate-level training.

But according to Ms. Gustafson, the field's increasing demands are pushing school nurses into a period of professionalization similar to that occurring in teaching.

"Do you remember when teachers went to normal schools and had trouble upgrading people's skills to a level that would be recognized as that of a profession?" she asked. "I think we are paralleling that right now."

But the movement to professionalize, nurses said here, is both driven and thwarted by pressures stemming from inadequate staffing, dramatically altered functions, and poor job security.

Uneven Commitment

In addition to changes in the attitudes of school administrators, the N.A.S.N., which met here June 28-July 2, is seeking to increase the modest support most states have given school nursing. This is especially important, leaders noted, because of efforts to teach greater numbers of severely handicapped children in regular classrooms.

Currently, Ms. Gustafson said, the commitment to school programs is uneven at both the state and local levels. "There is no common denominator," she said, adding that some districts have excellent programs while others offer little support.

"When you have school nurses available only with local monies, the poor school districts are the least able to support nursing positions," noted MaryEllen Hatfield, a consultant to schools in South Carolina, where the provision of nursing services is optional. In those districts, she added, the school nurse may often be "the only health-care professional many children see."

Only 11 states now mandate that districts provide access to school nurses. The association's goal is to have all 50 states require at least one nurse in every district.

But reaching this goal will still leave many school systems far short of meeting the association's recommended ratio of one nurse for every 750 students. In some locations, especially isolated rural areas, the ratio can jump to one nurse for every 20,000 children or more, officials here said.

Judy Ressallat, chairman of the association's legislative committee, suggested that the public is not only ill-informed about what school nurses can offer but also "unaware of the cost-effectiveness of their services."

Ms. Gustafson illustrated the primary consequence of such misinformation—understaffing—by relating her encounter with one enthusiastic teacher who said she was thrilled that, finally, a school nurse was making regular visits to her building.

"I asked her how often," Ms. Gustafson recalled, "and she said twice a month. What kind of impact can you have twice a month? To us, that's not school nursing."

Care-Giver and 'Confidante'

What school nursing is has been evolving since the field's recorded beginnings at the turn of the century.

New York City hired the first school nurses in 1902 as a way to combat communicable diseases among immigrant children, according to the N.A.S.N. The 26 nurses hired that year were able, through a combination of primary health care and efforts to educate both staff members and parents, to lower the incidence of such diseases dramatically—from 10,567 cases to 1,101.

But with the development of immunizing vaccines and improvements in health-care delivery, school administrators slowly began to relegate the nurse's role to what Susan Lordi, a California consultant, called "a much more mechanical function."

Today, school nurses are seeking to go beyond such traditional duties as screening for vision and hearing loss, checking immunization records, administering first-aid and other needed medical procedures, and managing health crises.

They view themselves, nurses here said, as integral parts of the educational process. They pointed to colleagues' work in many quarters to help develop AIDS-education and other health courses. But they also argued that the learning process depends on the maintenance of good health among both teachers and students.

"The bottom line," said Ms. Gustafson, "is that if a child can't attend school because of a physical illness he can't learn."

Others stressed the importance of school nurses' role as independent advocates for and confidantes of

Continued on Page 12

Registered Nurses in Schools: A Demographic Profile

AGE

	Percent		Percent
20-30	2%	41-50	36%
31-40	15	51-60	42
		Over 60	5

EXPERIENCE

Years	Percent	Years	Percent
1-5	14%	11-15	18%
6-10	29	16-20	17
		Over 20	21

SALARY RANGES

Amount	Percent	Amount	Percent
Under $10,000	4%	$25,001-30,000	22%
10,001-15,000	11	30,001-35,000	12
15,001-20,000	17	35,001-40,000	5
20,001-25,000	26	Over 40,000	3

SCHOOL SERVED

Number	Percent	Number	Percent
1	42%	4	9%
2	19	5	8
3	14	6	10

STUDENTS SERVED

Number	Percent	Number	Percent
1-1,000	47%	3,001-4,000	4%
1,001-2,000	25	4,001-5,000	1
2,001-3,000	15	Administrators	8

SOURCE: National Association of School Nurses

Protest Over Medicine Policy Spurs First Amendment Suit

'Advocate for Children' Fights for Her Job, Rights

ANAHEIM, CALIF.—Ellen Johnsen's colleagues praise her as a pioneer and "an advocate for children," as her new plaque from the National Association of School Nurses phrases it.

But the Oklahoma school officials who fired Ms. Johnsen five years ago have another description. They say she was a troublemaker who disrupted the nursing staff with repeated challenges to the system's policy on dispensing medications.

The district and Ms. Johnsen are currently locked in a long-running legal battle whose outcome could have consequences for other nurses working in public schools.

At stake is a public employee's First Amendment right to speak out—even if doing so would violate the harmony of the workplace—against practices that could endanger lives.

Observations Alarmed Her

The case began in 1982, when Ms. Johnsen, who had been a school nurse for 10 years in New Jersey, took a job with the suburban-Tulsa district of Broken Arrow so that her children could attend Oral Roberts University.

She became alarmed, she said at the N.A.S.N. meeting here, when she discovered that nurses in the Oklahoma district were allowed to dispense over-the-counter medications to students without a doctor's written authorization. They also routinely dispensed prescribed medications in a haphazard fashion, she said.

Children, according to Ms. Johnsen, would bring medicine that was to be administered to them by the nurses during the day "in foil paper, in tupperware containers, in used medication jars."

She added: "Medicine such as valium, antibiotics, and other potent drugs was being brought by the children without any prescription."

In one incident Ms. Johnsen recalled, a child brought what appeared to be a 250-milligram tablet of Thorazine, which is a powerful tranquilizer used for treating psychotic reactions. When she called the mother to verify whether the child was in fact to receive the pill, the mother discovered that the wrong medication had been inadvertently carried to school.

A Public Protest

What Ms. Johnsen viewed as the potentially disastrous consequences of the district's loose guidelines in this area led her to protest the policy internally and then at a public meeting.

She contended that the policy was illegal and that, by forcing nurses to conform to it, the district put them in an ethically untenable position.

Both the state's Nurse Practice Act and standard nursing procedure, she argued, require that a doctor's permission be given before nurses can hand out over-the-counter medication. After consulting with a lawyer and contacting the state nursing board, she appeared before a school-board meeting, telling those present that nurses were "indiscriminately" handing out medicine to children.

For school officials, that action was the final breach of professional conduct in a campaign of divisiveness they accused Ms. Johnsen of waging against the school system. They fired her, the officials have claimed in court, because she sowed dissension among the nursing staff.

Ms. Johnsen said that her fellow nurses were intimidated by her actions because they feared the policy debate would endanger their jobs.

Free Speech or 'Efficiency'?

In 1986, a federal jury in Tulsa sided with Ms. Johnsen, saying that the Broken Arrow Public Schools had violated her First Amendment right to freedom of speech. Their verdict was overturned by the presiding judge, however, who ruled that Ms. Johnsen's exercise of free speech had created such discord among staff members that it was not protected by the First Amendment.

Nurses and educators are awaiting the outcome of legal arguments to be presented this fall before the U.S. Court of Appeals for the 10th Circuit in Denver.

"If I win, it means there will be a precedent to help nurses and defend them in their First Amendment right to speak out against dangerous and illegal practices," Ms. Johnsen said here. "If I lose, it means there will be a precedent to protect institutions when employees speak out."

Broken Arrow school officials declined to comment on the case.

In overturning the jury verdict, U.S. District Judge Thomas R. Brett held that Ms. Johnsen's "speech disrupted the operation of the school system, undermined the authority of the administration, and significantly impaired the close working relationship among the health-services staff."

Judge Brett cited the 1968 U.S. Supreme Court decision in *Pickering v. Board of Education*, which provides for a balance of "the interests of the teacher, as a citizen, in commenting upon matters of public concern and the interest of the state, as an employer, in promoting the efficiency of public services it performs through its employees."

After Ms. Johnsen's contract was not renewed in the spring of 1983, he pointed out, the state's attorney general issued a legal opinion stating that the Broken Arrow school policy conflicted with state law.

Several districts subsequently changed their medicine policies and the Oklahoma legislature enacted a law giving school nurses the authority to dispense nonprescription medicine with parental consent only and exempting school nurses from civil liability.

The district judge's ruling, if upheld, would have a chilling effect on the free-speech rights of all public employees, said Ms. Johnsen's lawyer, Louis Bullock.

"Our position was that anytime you raise important issues there is going to be a disruption," Mr. Bullock said. "I see it as the very reason speech should be protected." —N.M.

School Nurses Press for Broader Role

Continued from Page 11

children. As Laura Rima, a practitioner in Fairbanks, Alaska, explained, students who visit the school nurse "often have a hidden agenda."

"We go into the room, shut the door, and have a chat," she said. "Kids know there are safe places to talk, things are confidential."

More Jobs, Less Pay

The passage in 1975 of the federal Education for All Handicapped Children Act, P.L. 94-142, added further complications to the health-care functions of schools, participants noted, by requiring that districts provide services to make it possible for even severely impaired pupils to take part in public education.

In many districts, teachers—not school nurses—have been asked to perform complicated medical procedures, such as cleaning tracheal tubes and applying catheters, in order to make this participation possible.

School nurses have joined with teachers' groups in opposing this practice. But some here acknowledged that even in districts where school nurses are available, they often do not have time to tend to the needs of the medically fragile child.

Nor has the addition of such responsibilities as care for the medically fragile, they said, meant salary increases for school nurses, whose pay has not kept pace with that of educators. The N.A.S.N. has made achieving pay equity one of its chief goals.

According to Ms. Gustafson, the nurse is often the lowest-paid professional in the school building and also earns less than her hospital counterparts.

Pat Donovan, a former pediatric nurse, said she took a $15,000 pay cut to work for the Westbrook school district in Portland, Me. But the chance that job has given her to "impact change," she says, has left her with few regrets.

Others cite the greater independence and better hours as reasons they prefer the school nurse's job to positions in hospitals, despite the pay differential. Although a few states, such as California, are witnessing the beginnings of a school-nurse shortage, most districts have found it relatively easy to fill positions.

But officials here stressed the importance of filling such positions with registered nurses, rather than paraprofessionals with little training. Liability has not yet been an issue in the field, they said, with no known malpractice suit against any school nurse. But providing the degree of care the times demand, they said, necessitates higher levels of training

The N.A.S.N. estimates that two-thirds of the school nurses now employed are registered nurses.

Job Security Key Issue

The results of a survey conducted by the association last year and released at the conference show that job security, not salary, is members' number-one concern.

They must cope, participants here said, with the uncertainty of not knowing from year to year whether their jobs will be eliminated in favor of other state or school budget priorities.

Ms. Farquhar argued that school nurses "should be a part of the line item" in state budgets "and not the bottom line where they cut."

But school nursing remains a budget item that many legislators deem expendable.

In July, the legislature in financially troubled Louisiana eliminated state funding for the 199 school nurses employed by local parishes. They voted to refunnel 75 percent of the $2.9 million budgeted for that program back to local school districts as a block grant.

According to Edia Harris, who headed the school-nurse program and lost her job in the legislative reshuffling, the education department tried "to impress upon the parishes" the need to continue funding at the local level. The state's high unemployment rate, she said, has made it difficult for many parents to provide health care for their children and losing the school-based services will be "a hard blow."

In California, the budget-tightening that followed passage in the 1970's of Proposition 13, a tax-limitation measure, thinned the school-nursing ranks.

Dorothy Strand, a nurse in Orange County, Calif., recalled at the meeting that the number of nurses serving the 25,000-student district was reduced from 18 to 4. Three of the casualties were later rehired, she said, but "people don't realize we are no longer able to do any classroom teaching because there aren't enough of us."

Cost-cutting at the district and building level has led some administrators to contract for limited nursing services, or to employ what are known as emergency medical technicians to fill nursing positions.

The N.A.S.N. objects to contracting arrangements, in which outside nurses are hired by districts only to provide screening or other services, because they cannot offer what N.A.S.N. leaders say is the essence of school nursing: continuity of care.

The association's members are more adamant, however, in their insistence that poorly trained candidates should not be hired to fill school-nurse positions. Only registered nurses, they say, can properly conduct the screening, assessment, and follow-up procedures that are the field's basics—or serve as case managers in the expanded, collaborative role they say school nurses should play.

"There really needs to be somebody who is a skilled health professional in the schools," said Carol Iverson, who was named the association's School Nurse of the Year. "Health aides cannot be educated to look for those sophisticated changes in the health and development of children."

Ms. Iverson offered a dramatic illustration of her argument: She accurately diagnosed a brain tumor in a student whom school officials had suspected of suffering from an intense school phobia.

She made the diagnosis, she said, from one comment by a teacher—a description of a peculiar type of vomiting the boy had displayed. From her reading, Ms. Iverson knew that that symptom was traceable only to a brain tumor.

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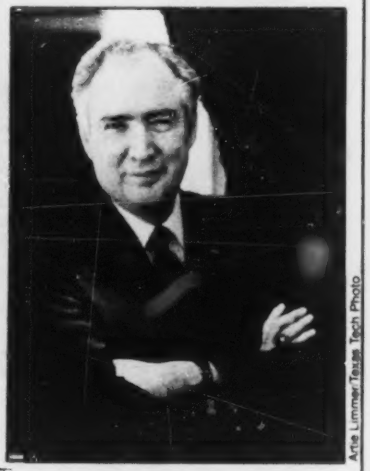
Lone Star Leader



Artie Limmer/Texas Tech Photo

Lauro Cavazos, president of Texas Tech, is named to replace William J. Bennett. Stories on page 34.

Bennett Presents Model Plan For K-8 Curriculum

By Deborah L. Gold

Washington—Educators had praise last week for a model elementary-school curriculum offered by Secretary of Education William J. Bennett as his last major report before leaving office.

But they said that implementing its rigorous, content-rich design might require more and better training for teachers, improved textbook-adoption policies, and a reordering of the way instructional time is apportioned.

The Secretary's report, *James Madison Elementary School: A Curriculum for American Students*, promotes the early exposure of children to good literature, intensive instruction in the basic subjects, and

Continued on Page 38

A Town and Gown Reform

Boston University Plan Brings 'Hope' to Chelsea

By Robert Rothman

Chelsea, Mass.—School officials here, in a dramatic and apparently unprecedented move, are asking Boston University to take over the management of the city's troubled public schools.

By a 5-to-1 vote, the school committee in this blue-collar suburb of Boston voted in July to enlist the private university as an unpaid consultant while lawyers draw up a formal contract.

The proposed 10-year agreement, which is being closely watched by educators across the nation, could go into effect as early as next year if it is approved by the state legislature.

While universities have often collaborated with districts to address specific problems, the arrangement would mark the first time a university was hired to manage an entire school system, according to observers.

Such an extreme step is necessary, sponsors of the plan argue, if the impoverished district is to reverse its flagging educational fortunes. Moreover, they say, Boston University's plans—which call for improvements in curriculum, early-childhood education, and adult learning—could eventually serve as a model for other urban districts.

"This has brought a sense of hope for us, where previously there was none," said Bruce G. Robinson, chairman of the Chelsea School Committee. "We are hopeful that what works here can be taken across the nation."

"If nothing works here, and the under-

Continued on Page 16

Study Says Government Must Lead In Advancing School Technologies

By Peter West

Washington—The federal government must take "principal responsibility" for developing educational technologies if precollegiate students are to reap the benefits of technical advances, a report released this week by the Congressional Office of Technology Assessment argues.

Basing its conclusions on two years of field studies conducted in schools and research centers nationwide, "Power On!: New Tools for Teaching and Learning" says that the resources available to states and school districts will offer students only "spotty access" to technology in the foreseeable future.

The scope of the financial and research investment needed to put satellite dishes, computers, television, videocassette recorders, and other devices to work effectively in school classrooms "will be adequately supported only as a national undertaking," according to the report, which was made public at a press conference here.

The 246-page document, commissioned by the House Committee on Education and Labor, cites the "positive and dramatic" results that have occurred in the past when federal research and development funding for education has been focused and consistent. It recommends several possible courses of action to enhance the access to and uses of technology at the precollegiate level. They include:

- The establishment of an independent agency to oversee a decade-long, $10-billion, interagency technology-research effort. The program could be similar in scope to that mounted by the National Aeronautics and Space Administration's "Project Apollo," to land a manned craft on the moon.

Continued on Page 44

Fewer Than Half Of States Join NAEP 'Pre-Test'

But Broader Support Anticipated for 1990

By Robert Rothman

Washington—Despite what officials here insist is an "extraordinary" growth in support for state-by-state comparisons of student achievement, only about 20 states have agreed to participate in a field test of the first assessment to allow such comparisons.

States had until late last week to decide whether to take part in the field test, which is scheduled to be conducted early next year by the National Assessment of Educational Progress.

Although the participation rate is lower than expected, the number is "quite enough for an adequate pre-test," according to Emerson Elliott, commissioner of the National Center for Education Statistics.

In addition, he and others said, many more states—perhaps as many as 40—are expected to participate in the actual assessment, which will take place in 1990.

That participation rate will demonstrate, observers said last week, the "dramatic change in attitude" that has occurred over the past decade on the issue of state comparisons.

As recently as five years ago, they noted, many educators, fearful of unfair or embarrassing comparisons, considered the idea of comparing achievement across states "heretical."

But since that time, support for the concept has grown as policymakers have turned their attention to educational outcomes, rather than "inputs," noted former Gov. Lamar Alexander of Tennessee, a leading proponent of state-by-state comparisons.

This growth in support, Mr. Alexander said, "is as good a symbol as I can think of of the change in the national education agenda."

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Also in the news

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A new survey finds some city superintendents making more than governors, mayors, and other top public figures.

21 Pledging To Keep 'Allegiance'
In the '88 campaign, the national oath is providing a litmus test for patriotism and a gold mine for political rhetoric.

24 N.J. Finance System Hit
Saying the system shortchanges property-poor urban districts, an administrative judge holds that it should be scrapped.

N.E.A. 'Opens Up' Its Political Turf

Brand New Faces for Grand Old Party

By Reagan Walker

New Orleans—To some, James M. Campbell may seem a walking contradiction in terms.

The Utah teacher is an active member of the National Education Association, serving now as president of his state affiliate.

And, he is an avid Republican.

"It isn't always easy being a Republican and a member of the N.E.A.," Mr. Campbell confessed at an education forum held here as part of the Republican National Convention.

In fact, added one of Mr. Campbell's fellow Utah teachers, Allen Rasmussen, "Republicans seem to think the N.E.A. is a left-wing organization."

But both men—and most of the 40 N.E.A. members who served as delegates here—were adamant in their belief that, if George Bush is to become the "education President" he says he wants to be, he must learn, in Mr. Rasmussen's words, "to work with the nation's largest education union."

And there were signs here—small, but nonetheless historic—that the fence-mending needed for that cooperation may have begun.

The N.E.A. sponsored this year what union officials said was their first official function at a Republican convention, a

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John C. Phillips/Chronicle of Higher Education

James M. Campbell, chairman of the Republican Educators Caucus of the National Education Association

IN SUMMARY

Desegregation and Taxes
A federal appellate panel has upheld a district judge's order increasing property taxes in Kansas City, Mo., to finance school desegregation, but struck down a similar rise in income taxes. **Page 7.**

Access to Records Barred
An attempt by the *Houston Chronicle* to see the educational records of city school officials—some of whom may have mail-order degrees—has been rejected by a state judge. **Page 8.**

Parents Win Day-Care Fight
After weeks of protests by angry Philadelphia parents, a court has barred the city's school system from closing six school-based day-care centers in order to save money. **Page 9.**

School—A Dangerous Place?
Experts say a recent survey of 11,000 students—in which more than a third reported being threatened, robbed, or attacked in 1986—paints a disturbing picture of crime in school. **Page 11.**

'No Pass, No Drive'
Lawmakers in a number of states think they have come across a promising tool for encouraging potential drop-outs to remain in school—their driver's licenses. **Page 26.**

Funds Caught in Abortion Fight
A House-Senate dispute over abortion may delay final action on a bill providing $21.7 billion for the Education Department next year; a funding chart accompanies the story. **Page 36.**

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National Association of Professional Educators
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ACROSS THE NATION

NATIONAL

Total U.S. Education Spending Pegged at Record Level

Spending on education during the 1988-89 school year will rise by 6.2 percent to reach a record total of $328 billion, the U.S. Education Department predicts in its annual back-to-school forecast.

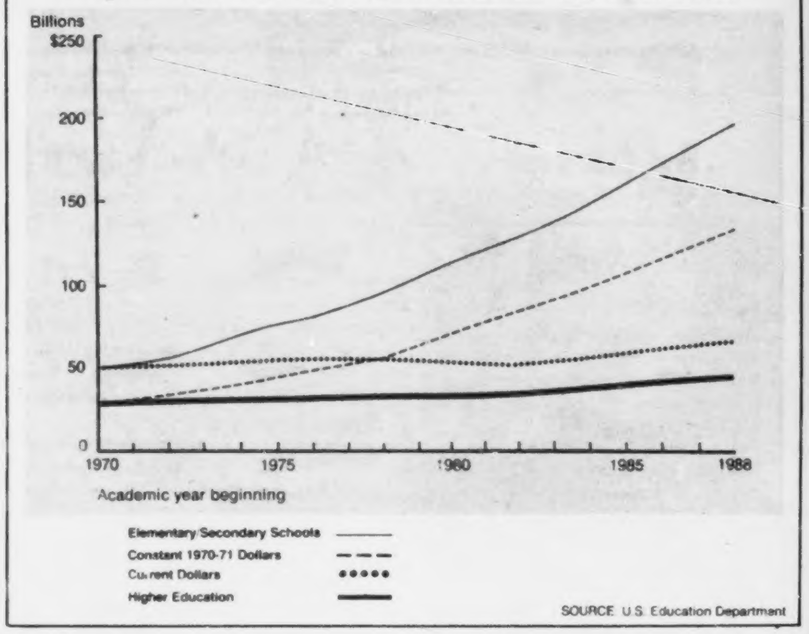
Outlays for elementary and secondary education, both public and private, will account for $196 billion, the department projects, while spending on postsecondary education will total $132 billion.

Adjusted for inflation, this year's total expenditure for precollegiate education amounts to a 26 percent increase over the 1980-81 figure of $183 billion, the department calculates.

It also expects that:

- Total elementary and secondary enrollment will reach 46 million, an increase of about 80,000 over last year.
- Elementary enrollment will be 1.4 percent above last year's level, while secondary enrollment will be down 2.8 percent.
- Average spending for each student in public elementary and secondary schools will be $4,810.
- 2.7 million people will be employed as teachers in elementary and secondary schools.
- The average salary of public elementary and secondary teachers will be $29,573.

Expenditures of Educational Institutions



SOURCE: U.S. Education Department

■ **State laws requiring that parents be notified before their daughters under 18 can obtain abortions were the subject of conflicting August rulings by two federal appellate courts.**

By a 7-to-3 vote, the full U.S. Court of Appeals for the Eighth Circuit upheld a Minnesota law requiring minors to notify both of their parents or to obtain special approval from a state judge before having an abortion. But a three-judge panel of the U.S. Court of Appeals for the Sixth Circuit struck down an Ohio statute requiring doctors to notify parents before performing abortions on unmarried minors.

The conflict between the the circuit courts increases the chances that the U.S. Supreme Court will agree to review the issue. The Court divided 4 to 4 in December in a case involving a somewhat similar law in Illinois.

■ **Agencies serving mentally disturbed youths will be eligible for a total of $20.4 million over the next five years,** under a new grant program of the Robert Wood Johnson Foundation, a health-care philanthropy.

Under the Mental Health Services Program for Youth, the foundation will fund state-community partnerships that help young people with such illnesses as autism, hyperactivity, and depression.

The program will include 12 one-year grants of up to $100,000 each, and eight four-year grants of up to $2.4 million each.

Agencies must indicate their interest in the program by Oct. 3, 1988. The application deadline is Feb. 2, 1989.

For further information on the grant program, contact Mary Jane England, Vice President, Medical Services, Prudential Insurance Company, 56 North Livingston Ave., Roseland, N.J. 07068; (201) 716-6882.

STATES

State Board and Teachers' Union Settle Dispute Over Class Size

The Minnesota Education Association and the state board of education have forged a settlement that will eliminate a regulation allowing school districts to circumvent state-mandated class-size restrictions.

At issue was a rule, approved by the board in 1986, that has enabled local school boards to exceed class-size guidelines simply by voting to do so and filing papers with the state justifying the action.

The M.E.A. challenged the regulation in state court, arguing that the board did not follow proper procedures in adopting the provision.

State law stipulates that public hearings must be held before any change in rules can occur. The department of education had held hearings before the policy change in question. But discussion of the proposed regulation was limited to the size of music classes, according to a spokesman for the M.E.A., an affiliate of the National Education Association.

Under the terms of the settlement, local school boards may no longer vote to exceed the stipulated class-size limits.

"In this situation, we obviously did not follow proper procedures in developing the rule," said Marjorie Johnson, president of the board of education. "Assuming the court will approve our agreement, our thinking is that we must revisit the overall issue of class size and its impact on learning."

District Ordered To Restore State-Mandated School Programs

A Connecticut court has blocked the Derby Board of Education's efforts to eliminate several state-mandated school programs.

Hartford Superior Court Judge Norris O'Neill last month issued a temporary restraining order requiring the board to rehire seven employees—teachers of music, art, business, basic skills, industrial arts, and home economics, as well as a librarian—who were laid off in June after the city's tax board cut $450,000 from the school board's budget request.

The injunction expires on Sept. 22, when Judge O'Neill will hold a hearing to decide whether it should be extended.

The state's commissioner of education, Gerald N. Tirozzi, had sought the injunction after finding that the layoffs had resulted in the elimination of programs mandated by state law.

While the injunction is pending, the education department has held in abeyance a separate administrative action that could result in state intervention to enforce the mandates.

■ **High-school biology teachers can use the term "evolution" in class,** the Alabama State Board of Education has decided.

Before the unanimous vote by the board in August, the course of study used by teachers had referred only to "species modification."

The board instructed teachers to include "scientific theories of the origin of life and evolution" in all high-school biology courses. Instructors will continue to be prohibited from teaching the biblical story of creation, according to State Superintendent of Education Wayne Teague.

■ **Lynn O. Simons, superintendent of public instruction in Wyoming, has lost her bid to become the Democratic nominee for the U.S. Senate.**

Ms. Simons finished last in a three-candidate primary held Aug. 16. The winner, state Senator John Vinich, will face the Republican incumbent, Malcolm Wallop, in November.

State Democratic leaders say that Ms. Simons' campaign was hampered by bad publicity after she requested a new $18,000 car to replace her state-provided car, which had traveled more than 100,000 miles. Critics accused her of attempting to spend education money on a "luxury" automobile.

■ **Arkansas has the right to require children who are being taught at home to take annual achievement tests administered by the state,** a federal appeals court has ruled.

A group of home-schooling parents had contested a state law requiring such testing, on the grounds that the statute interfered with religious tenets that prevent them from relinquishing any responsibility for their children's education.

Continued from Page 3

cepting several expense-paid trips from three men involved in the asbestos-abatement business. The three men are also accused of contributing to Mr. Smith's wife's unsuccessful campaign for the state legislature.

If convicted, Mr. Smith could face up to 30 years in prison and $750,000 in fines. The indictment, handed down last month, was the result of a joint investigation by the Federal Bureau of Investigation, the Environmental Protection Agency, and local law-enforcement agencies.

One of the three businessmen is also accused of bribing an employee of a firm that does contract work for the Aurora (Colo.) School District, in order to receive contracts worth more than $440,000. That employee faces no charges, federal investigators say.

■ **The University of Pennsylvania has created a research center to help teachers in Philadelphia draw on black literature for instruction.**

The Center for the Study of Black Literature and Culture, the first of its kind in the nation, will hold seminars for 8th- and 11th-grade teachers on methods of teaching Afro-American, African, Caribbean, and Latin American literature, according to the director, Houston A. Baker Jr., the Albert M. Greenfield professor of human relations at the university.

Mr. Baker said that the center—funded by grants from the William Penn and Rockefeller foundations—also will help scholars develop new approaches to teaching black literature.

■ **The New York City school system plans to extend its dropout-prevention program to elementary schools.**

The pilot program will begin in the 23 elementary schools that feed into middle and high schools involved in a special dropout-prevention program. Each of the elementary schools will receive $50,000 to help parents and teachers devise a plan to identify and provide counseling to children thought to be at risk of dropping out.

According to the Educational Priorities Panel, a local research group, children in the city's middle schools currently do not receive adequate guidance counseling.

In a study issued last month, the group reported that in the 10 schools it surveyed there were more than 700 students for each counselor—a ratio more than double the state average.

■ **An Arkansas school district must reverse the suspensions of four students caught drinking off school grounds because its policy on drug and alcohol use is unconstitutionally vague,** a federal judge has ruled.

U.S. District Judge George Howard struck down the Beebe School District's policy, which mandated a one-semester suspension for any student using drugs or alcohol "prior to" coming to school or school functions. The judge found that the policy could include behavior outside the school's purview, or actions that occurred days before a school function.

The students were suspended for drinking while driving to a football game. The judge ordered the district to reinstate the students, erase the suspension from their records, and pay each $625 in damages. The district plans to appeal the ruling.

■ **The standardized tests taken by its elementary students are too long and too stressful,** the Broward County, Fla., school board has decided.

Board members voted this summer to scale back annual testing from 285 minutes to 90 minutes for 1st and 2nd graders and from 305 minutes to 165 minutes for 3rd to 5th graders. District officials have shortened the widely used Iowa Test of Basic Skills by removing several language and study-skills sections.

■ **Baltimore school officials failed to give middle- and high-school teachers enough advance warning that they were being transferred to elementary schools,** the city's teachers' union has charged in a grievance filed against the board of education.

More than 80 teachers were reassigned for the coming year in response to an anticipated surge in elementary enrollments.

The teachers were notified of the reassignments during the summer. Linda Prudente, a union spokesman, described that notification as failing to satisfy their contracts, which stipulate that teachers must know at the end of the school year where they will be working in the fall.

School officials said the projected rise in enrollments in grades 1-5—from 60,446 pupils last year to 62,125 this fall—forced them to act. Secondary enrollments, by contrast, are expected to decline by 18 percent.

PEOPLE

■ **Janice Herbranson**, who attracted national attention in 1983 when she was identified by the National Education Association as the country's lowest-paid teacher, has returned to the one-room schoolhouse in McLeod, N.D., where she taught for 16 years.

Ms. Herbranson, who was earning $6,300 in 1983, had left the school when it was closed for lack of students in 1986.

This year, however, the McLeod school district faced dissolution if it did not reopen its school. So Ms. Herbranson, 56, left a $25,000-a-year teaching job in Texas to return to the plains community of 50 people.

Ms. Herbranson sees benefits in teaching in the one-room school, which will open with five students. "It's probably old-fashioned, but that's not all bad," she said. "I get to work with them individually. When you can work with them so closely, it becomes almost like a second family."

Ms. Herbranson's new salary has yet to be determined.

Ted Elsberg

■ **Ted Elsberg,** head of the 4,500-member New York City Council of Supervisors and Administrators, has been elected to a three-year term as president of the American Federation of School Administrators. The largest national union of supervisory personnel in public schools, it represents some 11,000 principals and other administrators.

Mr. Elsberg, 56, said in a prepared statement that he would promote the goal of "less interference" for school supervisors from federal, state, and local mandates and "more authority, flexibility, and control" for such leaders. He also said he would involve the national organization in some local issues, including lobbying against the termination of principals' tenure in Chicago schools and against the proposed management of the Chelsea, Mass., school system by Boston University.

■ The protracted battle—played out before a captivated national press corps—over the right of three North Carolina schoolchildren to stand at the gates of their school and "preach" is over for the moment.

The Eastfield Elementary School in Marion, N.C., opened for the new year without **Duffey, Matthew, and Pepper Strode** last week, following an agreement between school officials and parents David and Marian Strode that the children may be educated at home.

Mr. and Mrs. Strode, who last month received the governor's approval for home-schooling, have 30 days to formulate a suitable curriculum, said Eastfield's principal, James Gorst.

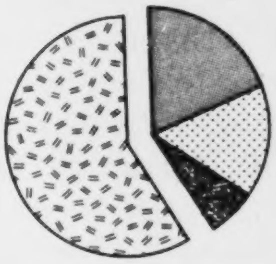
Mr. Strode said he and his wife, who will be instructing the children themselves, have already selected a Mennonite textbook series to conduct their lessons.

DIMENSIONS

Student Aid in Independent Schools
1986-87

The National Association of Independent Schools reports "healthy increases" in both the number of students receiving aid and their percentage of overall enrollment—now 16.3 percent. The amount allotted to aid by member schools has increased by 12.7 percent since 1985-86, and by almost 39 percent since 1984-85. Nationally, schools devote 7.4 percent of their budgets to aid programs, with almost 29 percent of the money going to minorities.

Sources of Aid



Distribution of Aid

(800 active member schools)

	Region	Average Grant	Total Aid Granted	Number of Students Aided	Percent of Enrollment	Percent of Operating Expenses
170	New England	$4,837	$52,943,060	10,946	20.1%	8.8%
121	East	4,080	32,875,945	8,057	17.0	8.0
153	Middle Atlantic	3,086	31,871,632	10,328	17.0	7.1
107	Southeast	2,213	15,029,891	6,792	12.1	5.1
86	Midwest	3,306	23,602,523	7,139	19.6	8.2
63	Southwest	3,091	12,779,241	4,135	14.2	6.3
96	West	3,221	18,398,807	5,713	13.9	6.3
4	Territories	1,528	423,120	277	15.1	5.9
TOTAL		$3,520	$187,924,219	53,387	16.3%	7.4%

SOURCE: National Association of Independent Schools

RESEARCH AND REPORTS

C.D.C. Recommends Coordinated Response to Suicide Clusters

Community agencies should have a well-organized plan to coordinate their response to an outbreak of apparently related suicides, the federal Centers for Disease Control recommends in a new report.

The report was drafted in response to several well-publicized "clusters" of teen-age suicides last year. It urges officials in public- and mental-health agencies, education, the clergy, local governments, police, and parent groups to prepare themselves to deal with potential suicide clusters long before any emergency occurs.

During some cluster crises, the report notes, "opportunities for prevention were often missed during the early stages of response, as community leaders searched for information on how best to respond."

The report also recommends that teachers be briefed about the death of a student or students before a general announcement is made in school and should be taught how to identify other potentially suicidal students.

Copies of "C.D.C. Recommendations for a Community Plan for the Prevention and Containment of Suicide Clusters" (M.M.W.R. Supplement, Aug. 19, 1988, Vol. 37, No. S-6) are available for $1 from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402-9371.

■ **Attempts to censor books or curricular materials were made in 42 states last year,** according to an annual survey by People for the American Way.

In more than one-third of the incidents, the group found, books or programs were removed or restricted as a result.

The most frequently attacked book was John Steinbeck's *Of Mice and Men*, which was challenged in eight school systems.

The report focused on efforts by religious conservatives to influence materials used in the public schools. It noted that such individuals have become increasingly active in state and local textbook- and curriculum-adoption procedures.

The report also depicted continuing conflict over the teaching of creationism, despite a 1987 U.S. Supreme Court decision overturning a Louisiana law requiring balanced treatment of evolution and creationism.

■ **Many state child-care programs "seek to emulate the Head Start model," but few follow its lead by requiring comprehensive services and parent involvement,** argues a new study.

The 92-page report, commissioned by the federal Administration for Children, Youth, and Families and issued by the Education Development Center, a Massachusetts research firm, provides state-by-state data on Head Start and preschool programs.

"The Challenge of Coordination," is available for $10 from the Education Development Center, 55 Chapel St., Newton, Mass., 02160.

State, Local School Chiefs Ranked Among Best-Paid Public Officials

By Lisa Jennings

With an annual salary of $150,000, Schools Chancellor Richard R. Green of New York City is not only the nation's highest-paid public-school administrator but earns more than any other state or local public official in the country, according to a national survey.

In its second annual survey of top state, county, and city officials' salaries, the national biweekly *City & State* found that several school chiefs ranked among the highest-paid state and local officials in the country.

More than half of the top 10 salaries earned by such public officials were paid to city superintendents.

These executives were paid more than governors, mayors, city managers, finance directors, and other upper-echelon public figures in most states.

Mr. Green's salary surpassed last year's top earners in the survey, New York's Mayor Edward I. Koch and Gov. Mario M. Cuomo, who each earn $130,000 annually. (Governor Cuomo actually only accepts $100,000 per year, according to aides.)

City Chiefs Rank High

Others among the top five highest-paid city superintendents, according to *City & State*, are: Leonard M. Britton of Los Angeles, who earns $141,080 per year; and Marvin Edwards of Dallas, Joseph Fernandez of Dade County, Fla., and Joan Raymond of Houston, each of whom earns $125,000.

All but one of those superintendents were new to their jobs this year. Mr. Britton, who moved to Los Angeles from Dade County in 1987, was the only one of the five to receive a pay increase on the job in 1988. He started in Los Angeles at a salary of $134,000, according to a spokesman.

This year's survey reflected a considerable amount of turnover from 1987, when the five highest-paid city superintendents were: Ms. Raymond and Nathan Quinones of New York, who both earned $125,000; Harold Handler of Los Angeles, who earned $122,147; Mr. Britton in Dade County, who earned $107,158; and Linus Wright, now an undersecretary with the U.S. Education Department, who earned $104,487 as superintendent in Dallas.

In this year's survey, Thomas Sobol, New York State's education commissioner, is the highest-paid chief state school officer, with an annual salary of $125,000.

Mr. Sobol knocks last year's top earner, Ted Sanders, Illinois' superintendent of education, into third place. Mr. Sanders remains at his 1987 salary level of $96,750, aides confirmed.

Also among the five chief state school officers earning the highest pay are: Wilmer S. Cody of Louisiana, who earns $100,000; Franklin B. Walter of Ohio, who earns $90,293; and Saul A. Cooperman of New Jersey, who earns $90,000.

Not All Boats Rising

The survey reflects the fact that some state and city boards of education have been forced to raise compensation rates dramatically to compete for qualified candidates. But no similar salary trend is apparent in rural or economically depressed areas, according to Jay P. Goldman, a spokesman for the Council of Chief State School Officers.

"There has been some upward change, but not all chief state school officials are making the most money," he said. "It's often difficult for local legislators to justify a pay increase in places where the economy is troubled."

A July 1987 salary survey by the C.C.S.S.O. found that the lowest-paid state superintendent—in Idaho—was making $45,000, he noted.

Salary Plus

Most of the top-paid school officials receive benefits that add to their base income levels.

Mr. Green of New York City, who last January became the city's first black schools chancellor, receives a $25,000 housing allowance from the school board and a $10,000 entertainment allowance from the local business community.

The move to New York brought Mr. Green $63,000 more in salary than he had earned in his previous position as superintendent of schools in Minneapolis. He also is paid $25,000 more than his predecessor, Mr. Quinones.

Mr. Sobol, whose current earnings reflect a raise of $32,000 over last year's base salary of $93,000, lives in a state-owned mansion and also receives an entertainment allowance from the business community. A spokesman for the state education department last week was unable to provide the amount of the allowance.

Earlier this year, the New York Board of Regents voted to increase the commissioner's salary base to make it more competitive with compensation rates in the private sector and in higher education.

Mr. Sobol said last week that the position of state commissioner in New York involves a lot more than similar jobs in other states.

"The New York Board of Regents, whom I serve as commissioner, presides over not only elementary and secondary education, but also higher education, 31 licensed professions, vocational rehabilitation, libraries, museums, public television councils and other cultural institutions," he said. "Thus, the position is not comparable to that of most other states."

Thomas Sobol

Top-Paid State Officials

Governors	
Mario M. Cuomo, New York	$130,000*
James G. Martin, N. Carolina	105,000
James J. Blanchard, Michigan	100,077
Bob Martinez, Florida	96,646
William P. Clements Jr., Texas	94,348
Treasurers/Comptrollers	
Edward V. Regan, comptroller, New York	$110,000
Fred W. Calton, comptroller, N. Carolina	100,000
Feather O'Connor, treasurer, New Jersey	95,000
Gerald Lewis, comptroller, Florida	85,656
Robert Bowman, treasurer, Michigan	80,300
Superintendents of education	
Thomas Sobol, New York	$125,000
Wilmer S. Cody, Louisiana	100,000
Ted Sanders, Illinois	96,750
Franklin B. Walter, Ohio	90,293
Saul Cooperman, New Jersey	90,000
State legislators	
New York	$43,000
Michigan	39,881
Massachusetts	39,040
California	37,105
Illinois	35,661

*Accepts only $100,000.
SOURCE: *City & State*.

Richard Green

Top-Paid City Officials

Mayors	
Edward I. Koch, New York	$130,000
Coleman A. Young, Detroit	115,000
Art Agnos, San Francisco	112,084
Kathryn J. Whitmire, Houston	105,382
Thomas Bradley, Los Angeles	93,216
City managers	
Keith Comrie, Los Angeles	$128,463
Marvin Andrews, Phoenix, Ariz.	119,928
John Lockwood, San Diego	116,000
Robert C. Bobb, Richmond, Va.	115,500
James C. Hankla, Long Beach, Calif.	112,499
School superintendents	
Richard Green, New York	$150,000
Leonard Britton, Los Angeles	141,080
Marvin Edwards, Dallas	125,000
Joseph Fernandez, Miami/Dade County	125,000
Joan Raymond, Houston	125,000
City council members	
Boston	$65,000
Washington	59,556
Detroit	57,770
Seattle	56,754
Los Angeles	55,929

SOURCE: *City & State*

Administrators Fault Training

Graduate programs in educational administration frequently do not do a very good job in preparing school officials to meet "real world" problems, a recent survey of superintendents and principals indicates.

A slight majority of school administrators polled by *The Executive Educator* reported that they had received only "fair" or "poor" graduate training in key aspects of their jobs.

Most administrators also indicated that the on-the-job training they had received over the years was more valuable than what they had learned in education-school classrooms. Only 10 percent of respondents cited graduate school as their most valuable source of training.

Education-school professors also received less-than-enthusiastic reviews from their former students.

Although nearly 90 percent of those surveyed recalled that other administrators had served as mentors in their careers, less than one quarter said a professor had had a significant impact on their career development.

Written responses to the survey indicated similar feelings. "Too many professors have never worked in a public school. . . . They have no perspective on the problems, let alone the solutions," said one elementary-school principal quoted in the magazine.

Graduate programs are "not well linked with the real world," said a superintendent.

Although the survey's demographic profile of the nation's school administrators portrays the expected—a group that typically is white, male, and middle-aged—the authors contended that their results showed a pattern of progress for women and minorities in the field. They noted that 15 percent of deputy or assistant superintendents and junior-high/middle-school principals were women, and 10 percent were black—proportions up from previous levels.

The bulk of the superintendents responding to the survey reported annual salaries of between $45,000 and $55,000. The salary of a typical principal was put at between $40,000 and $45,000.

The survey, which appeared in the September issue of the magazine published by the National School Boards Association, was conducted by a faculty team from the State University of New York at Buffalo. It was based on the responses of 1,123 administrators, representing 28 percent of those sent questionnaires by mail. —H.D.

Principals Report Progress in Reform Drive

Principals of public high schools want more authority in exchange for greater accountability for the success of their students, according to a survey released by the U.S. Education Department.

The survey of the perceptions of academic reform of 912 public- high-school principals was taken in the fall of 1987 for the department's National Center for Education Statistics and released this summer.

Most principals surveyed indicated that their schools had made significant progress towards implementing the recommendations of *A Nation at Risk*, the 1983 report that sparked the current reform movement.

Many Reforms Said in Place

More than 90 percent of the high schools, for example, have instituted strict sanctions for disruptive students, minimum academic standards for athletes, and programs to reduce absenteeism and tardiness.

About three-quarters of the schools also have policies for teaching study skills to students, training teachers to use class time effectively, reducing the administrative burden on teachers, and providing non-financial recognition for successful teachers.

On the other hand, only 20 percent of the schools covered by the survey have programs to reward outstanding teachers with extra money.

Cite 'outside' factors as most serious obstacles.

The survey found that most principals saw "outside" factors—such as students' personal problems or lack of parental support—as the most serious obstacles to school improvement. Nearly two-thirds of the principals cited the family or personal problems of students as barriers to progress.

"The bushel full of social problems dumped on the schools takes more and more of principals' time," observed Scott D. Thomson, executive director of the National Association of Secondary School Principals.

Seeking More Clout

The survey presented a somewhat contradictory picture of principals' views on the need for more authority.

Only 20 percent of respondents said their lack of authority was a moderate or serious obstacle to improvement. More than half said it was not a problem or obstacle at all.

But 65 percent of principals expressed a willingness to accept more personal responsibility for the success of their schools in return for more authority in running them.

"Most principals feel that schools are too bureaucratic, that they have too little authority to make decisions," Mr. Thomson said.

Principals in big cities were the most interested in enhanced clout. Some 87 percent of urban-school leaders expressed a desire for more authority, compared with 67 percent of principals in the suburbs and 59 percent in rural schools.

Respondents also pointed to the areas in which they would use greater authority if they had it. They stressed development of teacher performance standards (60 percent), distribution of funds within the school (59 percent), and teacher bonuses or supplements (54 percent).

Urban principals were particularly concerned about gaining control over the selection of teachers for their schools. While only about half of all respondents over all cited a need for greater authority in that area, 81 percent of urban principals did so.

For more information on the survey, write Helen Ashwick, Office of Educational Research and Improvement, National Center for Education Statistics, 555 New Jersey Ave. NW, Washington, D.C. 20208. —M.W.

Abortion Rider Holds E.D. Budget Hostage

By Julie A. Miller

WASHINGTON—Congressional conferees have hammered out a 1989 appropriations agreement that would provide $21.7 billion for the Education Department and boost discretionary education spending by a modest $887 million over 1988—if the legislation can survive a House-Senate conflict over federal funding for abortions.

Both chambers are expected to take up the legislation, H R 4783, in coming weeks.

But the conferees adjourned without resolving their most contentious dispute: whether the bill would contain a provision restoring Medicaid funding for abortions in cases of rape and incest.

The Senate had approved the provision after lengthy debate and the addition of an amendment that would require a victim to report the rape or incest "promptly" to qualify for federal money.

Both Sides Adamant

Senate conferees, led by Senator Lowell P. Weicker Jr., Republican of Connecticut, refused to cede their position, and House conferees were equally adamant in their opposition to the provision.

Representative William H. Natcher, chairman of the House Appropriations subcommittee on the Departments of Labor, Health and Human Services, and Education, argued that the full House was unlikely to accept any such abortion language, and that President Reagan would veto any bill containing it.

"You know, I know, that if this bill is in a continuing resolution, you can wipe out about a third of what we've agreed on," said the Kentucky Democrat, noting that a stalled funding bill for Labor, H.H.S., and E.D. could be forced into a catch-all resolution that might bear the brunt of last-minute budget cuts.

But the conferees agreed to disagree, and the two chambers will essentially vote on different bills. The measure could float in legislative limbo until one chamber votes to accept the other's position or conferees reconvene and resolve the issue.

Budget Law May Be Triggered

Another threat to the bill's 1989 spending proposals looms in the form of automatic cuts under the Gramm-Rudman-Hollings deficit-control law, which could be triggered if the projected federal deficit reaches $146 billion.

The Office of Management and Budget recently estimated the 1989 deficit at $145.3 billion, only $700 million below the trigger point. But that slim cushion would be sufficient unless the Congress approves additional spending before O.M.B. issues its final report on the 1989 deficit Oct. 15.

Agreement on Other Issues

In contrast to the heated debate on the abortion-funding issue, Senate conferees quickly agreed to drop provisions, attached to the Senate bill by conservatives, banning AIDS-education materials that present homosexuality as "natural, normal, or healthy," and prohibiting abortion referrals by school-based clinics.

House conferees protested, but accepted, a Senate amendment raising from $250,000 to $340,000 the minimum amount small states would receive in concentration grants under Chapter 1. Senate conferees argued that the one-year change is needed to prevent three states from receiving less Chapter 1 money in 1989 than they did in 1988.

BUDGET WATCH

Concentration grants are designed to flow to districts with the highest proportions of poor students. The formula was a point of contention throughout deliberations on the recent reauthorization bill that created the grants.

Downward Moves on Funding

The $21.7 billion the bill would provide for education is $500 million more than the Administration requested, but less than education advocates had hoped for. The original Senate bill would have provided $20 million more and the House bill $212 million more.

Because of differing allocations among subcommittees, the Senate Labor-H.H.S.-E.D. subcommittee had only $39.4 billion to dole out to discretionary programs, $300 million less than its House counterpart.

While conferees agreed to work within a compromise discretionary "budget authority" total of $39.59 billion, they had to make a 1.13 percent across-the-board cut to conform with Senate restrictions on outlays, the amount actually to be spent in fiscal 1989.

The result is a bill that includes about $39.35 billion in discretionary budget authority, less than either original bill, and $150 million less than the Administration requested.

While the bill's education allocation is higher than the President's request, it would provide less than requested for a number of programs, including Chapter 2 block grants, research, and the new Fund for the Improvement of Schools and Teaching.

Several other programs, including magnet-schools aid, bilingual education, and the Chapter 1 compensatory-education program, were pushed below the funding level requested by the Administration after the across-the-board cut was made by conferees.

DATABANK

1989 Budget Numbers in Conference Agreement

(in thousands)

	FY 1988 Comparable	FY 1989 Administration Request	FY 1989 House Bill	FY 1989 Senate Bill	FY 1989 Conference Agreement
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Grants to local educational agencies:					
Basic grants	$3,829,600	$3,900,000	$3,900,000	$3,900,000	$3,853,200
Concentration grants	—	156,365	200,000	175,000	172,900
Capital expenses	—	—	30,000	—	19,760
Even start	—	—	25,000	—	14,820
State agency programs:					
Migrant	269,029	269,029	269,029	275,000	271,700
Handicapped	151,269	151,269	151,269	150,000	148,200
Neglected and delinquent	32,552	32,616	32,616	32,000	31,616
State administration	38,296	42,060	42,060	41,000	40,508
State program improvement	—	4,756	6,756	4,800	5,696
Evaluation and technical assistance	7,181	8,000	8,000	8,000	7,904
Rural educational opportunities	—	—	—	4,000	3,952
Total, Chapter 1	4,327,827	4,366,664	4,663,719	[illegible]	4,570,246
Migrant education:					
High-school equivalency program	7,276	—	7,500	7,276	7,410
College assistance migrant program	1,340	—	1,400	1,500	1,462
TOTAL	4,336,443	4,366,664	4,672,619	4,598,575	4,579,128
IMPACT AID					
Maintenance and operations:					
Payments for 'a' children	536,144	547,000	553,000	565,000	558,220
Payments for 'b' children	134,036	—	137,000	134,036	135,356
Payments for federal property (Section 2)	15,318	10,000	15,000	15,000	14,820
Disaster assistance (Section 7)	—	10,000	10,000	—	—
Construction	22,978	25,000	25,000	25,000	24,700
TOTAL	708,476	592,000	740,000	739,036	733,096
SCHOOL IMPROVEMENT PROGRAMS					
Educational improvement partnerships (Chapter 2):					
State block grants	478,700	540,500	489,500	447,700	462,877
National Programs:					
Inexpensive book dist. (inc. RIF)	7,809	8,200	8,500	8,500	8,398
Arts in education	3,316	3,500	3,500	3,000	3,458
Law-related education	3,830	3,200	3,630	3,200	3,952
National school volunteer program	285	—	—	1,000	988
National Diffusion Network	10,244	11,200	11,200	11,200	11,066
Blue ribbon schools	—	900	900	900	889
Total, Chapter 2	504,131	567,800	517,430	476,600	491,728
Fund for innovation in education	4,309	4,570	8,570	5,000	10,162
Drug-free schools and communities:					
State grants	191,480	207,000	207,000	207,000	204,516
National programs	38,296	43,000	43,000	43,000	42,484
Other School Improvement Programs:					
Christa McAuliffe fellowships	1,915	1,915	1,915	1,915	1,892
Mathematics and science education	119,675	119,675	119,675	139,000	137,332
Training and advisory services (Civil Rights IV-A)	23,456	23,456	23,456	24,000	23,443
Follow through	7,133	—	7,700	7,000	7,202
Territorial teacher training	1,915	1,915	1,915	2,000	1,976
General assistance to Virgin Islands	4,787	—	4,787	4,787	4,730
Ellender fellowships	2,394	—	3,000	2,500	2,964
Older Americans and recent immigrants	—	—	—	1,000	494
Women's educational equity	3,351	—	3,351	2,620	2,949
Magnet schools assistance	71,805	115,000	115,000	115,000	113,620
Leadership in Ed. Admin. (LEAD)	3,222	4,358	4,358	4,358	4,306
Dropout-prevention demonstrations	23,855	21,446	21,446	22,000	21,736
Native Hawaiian Education Act	—	—	—	5,000	4,940
Education of homeless children	4,787	—	4,787	5,000	4,834
Star schools	19,148	—	19,148	10,000	14,399
Javits Gifted and Talented education	—	—	—	10,000	7,904
Fund for the improvement and reform of schools and teaching:					
Grants for schools and teachers	—	8,000	8,000	—	3,952
Family-school partnerships	—	4,000	4,000	—	1,976
Alternative curriculum schools	—	5,000	—	—	—
TOTAL	1,038,738	1,126,836	1,116,538	1,088,180	1,108,889
BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION					
Bilingual programs	101,198	112,106	112,106	112,106	110,761
Support services	9,928	10,903	10,903	10,903	10,772
Training grants	35,447	33,564	33,564	28,000	30,413
Immigrant education	28,722	28,722	30,000	30,000	29,640
Reappropriation	1,247	—	—	—	—
Refugee education	15,209	15,209	15,209	16,000	15,808
TOTAL	191,751	200,504	201,782	197,009	197,394
EDUCATION FOR THE HANDICAPPED					
Education for the handicapped:					
State grants:					
Grants to states, general	1,431,737	1,474,230	1,478,530	1,508,200	1,475,449
Preschool grants	201,054	205,075	205,075	250,000	247,000
Grants for infants and families	67,018	68,358	68,358	73,000	69,531
Special-purpose funds:					
Deaf-blind and other severely handicapped projects	—	10,722	—	—	—
Deaf-blind projects	14,361	—	14,361	14,361	14,189
Severely handicapped projects	5,361	—	5,361	5,361	5,297
Early-childhood education	23,428	23,428	23,428	23,428	23,147
Special-education technology	4,787	4,787	4,787	10,000	9,880
Secondary and transitional services	7,372	7,372	7,372	7,372	7,284
Postsecondary programs	5,840	5,840	5,840	5,840	5,770
Innovation and development	17,233	17,233	17,233	17,233	17,026
Media and captioning services	13,216	13,216	13,916	13,216	13,403
Regional resource centers	6,415	6,415	6,415	6,415	6,338
Recruitment and information clearinghouses	1,149	1,149	1,149	1,149	1,135
Spec.-ed. personnel development	66,410	66,410	66,410	69,410	67,095
Special studies	3,636	3,636	3,639	3,936	3,594
TOTAL	1,869,019	1,918,882	1,921,882	[illegible]	1,966,436

Footnotes

[1] Includes workplace literacy partnerships new FY88

[2] FY 1989 request includes $79,000,000 proposed for transmittal based on the net effect of two legislative proposals

[3] Credit reform legislation proposed in budget would require an additional $3,094,482,000

[4] FY 1989 request excludes $5,600,000 proposed for later transmittal associated with the National Student Loan Data System

[5] Administered by the Department of Health and Human Services

[6] Programs administered by the Department of Labor

[7] Included in appropriations bill for the Interior Department

[8] Included in appropriations bill for the Department of Housing and Human Development, and independent agencies

SOURCE: U.S. Congress

		FY 1989			
	FY 1988 Comparable	Administration Request	House Bill	Senate Bill	Conference Agreement
			(in thousands)		
REHABILITATION SERVICES AND HANDICAPPED RESEARCH					
Rehabilitation services state grants:					
Vocational rehabilitation state grants	1,379,500	1,407,090	1,441,577	1,450,000	1,450,000
Reappropriation	—	—	—	500	500
Supported employment state grants	25,935	26,454	26,454	28,000	27,227
Client assistance	7,500	7,650	7,650	7,900	7,775
Service and demonstration projects:					
Special demonstration programs	16,590	16,590	16,590	17,200	17,200
Supported employment projects	9,520	9,520	9,520	9,520	9,520
Model transition grants	475	475	475	475	475
Recreational programs	2,470	—	2,620	2,500	2,620
Migratory workers	1,100	1,100	1,100	1,100	1,100
Projects with industry	17,000	17,000	17,000	17,700	17,350
Helen Keller National Center	4,800	4,800	5,000	4,800	4,900
Independent living:					
Comprehensive services	12,310	12,556	12,556	12,800	12,678
Centers	25,500	25,500	25,500	26,500	26,000
Services for older blind	5,600	5,600	5,600	5,800	5,700
Training	30,000	30,000	30,000	31,000	30,500
National Institute on Disability and Rehabilitation Research	51,100	51,100	53,950	53,100	53,525
Evaluation	1,000	1,000	1,000	1,000	1,000
TOTAL	**1,580,400**	**1,616,436**	**1,696,592**	**1,669,895**	**1,668,070**
VOCATIONAL AND ADULT EDUCATION					
Vocational education:					
Basic grants	**804,216**	**848,333**	**848,330**	**[illegible]**	**[illegible]**
National programs	**25,658**	**24,911**	**25,658**	**26,800**	**26,005**
Consumer and homemaking education	**32,781**	—	**32,781**	**34,250**	**33,118**
State councils	**7,881**	**7,881**	**7,881**	**8,000**	**7,904**
Community-based organizations	**6,848**	—	**6,848**	**9,000**	**8,892**
Bilingual vocational training	**3,734**	—	**3,734**	**3,900**	**3,771**
Adult education[1]	**134,036**	**150,000**	**166,794**	**167,180**	**162,210**
TOTAL	**1,018,131**	**[illegible]**	**[illegible]**	**1,094,130**	**[illegible]**
STUDENT FINANCIAL ASSISTANCE					
Pell grants[2]	4,260,430	5,011,000	4,522,000	4,564,750	4,483,915
Guaranteed student loans[3]	2,565,000	2,735,598	3,174,400	3,174,400	3,174,400
Supplemental educational opportunity grants	408,415	416,583	460,000	416,583	437,972
Work-study	588,249	600,014	635,000	600,014	610,097
Perkins' loans:					
Federal capital contributions	185,736	—	185,736	182,736	183,507
Loan cancellations	24,892	22,000	22,000	22,000	21,736
Income-contingent loans	4,308	50,000	5,000	5,000	4,940
State student incentive grants	72,762	—	78,000	42,762	71,880
TOTAL	**8,109,792**	**8,835,195**	**9,062,136**	**9,009,245**	**8,988,456**
HIGHER EDUCATION PROGRAMS					
TOTAL	**534,671**	**498,196**	**577,968**	**[illegible]**	**[illegible]**
COLLEGE FACILITIES LOANS					
Construction loan insurance	19,148	—	—	—	—
Housing and academic-facilities loans	62,231	1,675	63,906	1,675	31,295
EDUCATION RESEARCH AND STATISTICS					
Education research	46,573	51,531	50,343	44,960	47,079
Statistics	20,953	32,869	33,169	29,500	31,122
TOTAL	**67,526**	**84,400**	**83,512**	**74,460**	**78,201**
LIBRARIES					
Public libraries:					
Proposed legislation:					
Services to the disadvantaged	—	**46,000**	—	—	—
Resource sharing	—	**30,000**	—	—	—
Research and assessment	—	**1,000**	—	—	—
Services	**78,986**	—	**85,000**	**78,986**	**81,009**
Construction	**22,595**	—	**22,595**	**22,595**	**22,324**
Interlibrary cooperation	**18,880**	—	**20,000**	**18,880**	**19,102**
Training and demonstrations	**718**	—	**718**	**718**	**709**
Research libraries	**5,744**	—	**5,744**	**5,744**	**5,675**
Library literacy programs	**4,787**	—	**4,787**	**4,787**	**4,730**
College library technology	**3,590**	—	**3,800**	**3,590**	**3,651**
TOTAL	**[illegible]**	**77,000**	**142,644**	**[illegible]**	**137,200**
PAYMENTS TO SPECIAL INSTITUTIONS					
American Printing House for the Blind	5,266	5,381	5,381	5,400	5,335
National Technical Institute for the Deaf	31,594	33,031	33,231	33,031	33,326
Gallaudet University	62,195	63,463	66,800	65,000	65,998
Howard University	172,203	175,647	180,647	176,147	178,479
TOTAL	**271,258**	**278,022**	**286,059**	**279,578**	**283,632**
DEPARTMENTAL MANAGEMENT					
Program Administration[4]	**241,028**	**249,849**	**240,849**	**258,600**	**255,497**
Office for Civil Rights	**40,530**	**41,341**	**41,341**	**41,301**	**40,846**
Office of the Inspector General	**17,560**	**17,911**	**17,911**	**18,400**	**18,179**
TOTAL	**299,118**	**309,101**	**300,101**	**318,341**	**314,521**
TOTAL, EDUCATION DEPARTMENT	**$20,240,881**	**$21,084,423**	**$21,948,605**	**$21,758,345**	**$21,724,362**
EARLY-CHILDHOOD PROGRAMS[5]					
Head Start	**1,206,324**	**1,208,324**	**1,250,000**	**1,250,000**	**1,235,000**
Comprehensive child-development centers	**N/A**	—	**20,000**	**20,000**	**19,760**
JOB TRAINING PARTNERSHIP ACT[6]					
Summer youth programs	718,050	718,050	718,050	718,050	709,433
Job corps	716,135	710,631	763,631	736,135	741,825
INDIAN EDUCATION[7]					
Education Department programs	**66,300**	**67,853**	**68,153**	**72,297**	**71,800**
Bureau of Indian Affairs programs, including B.I.A. schools	**238,434**	**264,844**	**269,774**	**286,702**	**289,400**
NATIONAL SCIENCE FOUNDATION[8]					
Science and engineering education	139,200	156,000	171,000	156,000	171,000
ASBESTOS ABATEMENT[8]					
(Environmental Protection Agency)	**40,000**	—	**65,000**	**40,000**	**47,000**

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EDUCATION WEEK

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'Literacy' Urged For All Students On Agriculture

Study Says the F.F.A. Fosters Wrong 'Image'

By Reagan Walker

WASHINGTON—The nation needs to shore up its knowledge base in agriculture by creating better, more "contemporary" vocational courses and exposing all students, beginning in kindergarten, to some kind of systematic instruction in the field.

That is the conclusion reached by the National Research Council in a three-year study whose findings were released here last week.

The study found that students' knowledge of the scientific, economic, and environmental forces that determine the supply of food is alarmingly low.

Contending that "agriculture is too important a topic to be taught only to the relatively small percentage of students considering careers in [it] and pursuing vocational-agriculture studies," it urges school officials to seek innovative ways of making "agricultural literacy" a part of the regular curriculum.

The report was written by a committee of experts convened by the N.R.C.—an arm of the National Academy of Sciences—at the urging of federal agencies.

The document also suggests ways of opening up the vocational component of agricultural education to a broader spectrum of students, particularly minority and urban youths.

One of those ways is implicit in its criticism of the 435,000-member Future Farmers of America, which it says may inadvertently "lessen for many students the

Continued on Page 9

Reform at 5: The Unfinished Agenda

States and the 'At Risk' Issues: Said Aware but Still 'Failing'

By Tom Mirga

WASHINGTON—Although all states have demonstrated some awareness of the problems of children at risk for school failure, only 14 have taken the first steps toward a comprehensive approach to solving them, a new survey concludes.

"A level of improvements unacceptably low and a dropout rate for minorities perilously high seems to us to describe what we have seen with regard to service for at-risk youth in the American public schools," write the authors of the study, which was released here last week.

"We could not give the states of this nation a passing grade for what has been done for youth at risk up to now," they continue. "We would have to hand out an F.

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DISCO DANCE

Study says states' response to demography has been inadequate.

Despite Years of Rhetoric, Most Still See Little Understanding, Inadequate Efforts

By Lynn Olson

The release of several national studies last week highlighted what many now consider the most pressing concern facing American education: the growing number of students "at risk" of leaving school prior to graduation or without the skills needed to get a job.

But after more than three years of national reports and public soul-searching, educators said last week, services for these youngsters have barely begun to mirror the magnitude of the problem.

"I just don't believe people are serious about this," said Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching.

"We had more stirring about the fact that there was pollution on the beaches this summer than that children's lives are being destroyed in city schools," he contended, because the former "touched the comfort of the middle class."

Real progress in helping at-risk students succeed remains painfully slow, according to many educators, despite the

Continued on Page 16

Child-Care Bill's Odds for Passage Said Diminishing

Some Groups Clashing On Church-State Issue

By Deborah L. Gold

WASHINGTON—A debate that has been simmering for several months over a major child-care bill pending in the Congress erupted into a clash last week among some members of a broad-based coalition of groups that have been backing the measure.

Sharp divisions between some education and children's advocacy groups surfaced as press reports indicated that unresolved issues may thwart consideration of the measure this session.

At the crux of the debate is what role the federal government should play in supporting child-care services based in religious institutions.

In view of estimates that religious institutions provide at least a third of the nation's child care, resolution of that issue is considered a critical factor in the success of the $2.5-billion "act for better child-care services."

The bill, backed by an alliance of 130 national organizations, was introduced last year and approved by House and Senate ed-

Continued on Page 30

Election '88

Bush Said Weighing A New 'Family Act'

By Julie A. Miller

WASHINGTON—A group of Republican lawmakers plans to introduce a package of legislative proposals dubbed the "American Family Act" that Congressional sources say could become a fixture of Vice President George Bush's Presidential campaign.

The package includes new grant programs to aid school districts experimenting with school-based management, open enrollment, and character education.

Some proposals in the "Family Act" have already been introduced as legislation, and the others are to be introduced this week.

Mark Souder, minority staff director for the House Select Committee on Children, Youth, and Families, said he and his staff have worked with the Bush campaign on

Continued on Page 23

Pension Portability: New Focus on Why 'You Can't Take It With You'

By Nancy Mathis

After being a back-burner issue for decades, pension portability—the idea that teachers who switch jobs from one state to another should not have their retirement benefits penalized—may be edging its way to the forefront of policymakers' agendas.

Supporters of pension portability say the issue will become increasingly critical as states try to cope with future teacher shortages, and teachers themselves demand greater professional status.

The National Governors' Association, which already is on record in support of pension portability, is preparing to issue a report examining existing state policies and the barriers they pose to teacher mobility.

The Common Market, an organization linking six New England states and New York, also has portability on its list of study items, as state school chiefs within the coalition seek to increase interstate cooperation.

And a provision in a tax measure currently pending before the Congress would provide some degree of flexibilty for teachers by allowing them to place their withdrawn pension funds in an account similar to the Individual Retirement Account.

"It is an issue that has been around for a long time, but is just now gaining the attention of public-policy leaders that it needs and deserves," said Michael Edwards, Congressional relations manager for the National Education Association.

Currently, no state allows teachers to withdraw both their contribution and the state contribution to the pension fund when departing from the system.

Teachers also are penalized, critics con-

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The administrative perquisite prompts a mini-boycott by teachers.
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Bleacher Collapse
Maryland accident injures 80 students and raises safety concerns.
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Case renews focus on link between housing and school segregation.
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Bipartisan committee urged to shield E.D. research arm from bias.
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Push for International Studies
International educators are optimistic that widespread concern over America's competitive position in the world economy will lead to greater support for the study of other countries. **Page 6.**

Teacher Pay, Internationally
A federal study comparing the salary levels of elementary- and high-school educators in 10 modern, industrialized countries found both good and bad news for American teachers. **Page 10.**

California Textbooks Delayed
In a setback for State Superintendent Bill Honig, the California Board of Education has postponed a decision on adopting a controversial new textbook plan. **Page 12.**

The Politics of Research
A new Congressional study argues that the Education Department's research arm is overly politicized and calls for creation of a bipartisan board to set policy for the agency. **Page 22.**

Looking at 'STARS'
Democratic Presidential candidate Michael S. Dukakis's call for a new system of college-loan repayments has drawn a mostly positive reaction from higher-education groups. **Page 23.**

Stressing Sexual Abstinence
New Presidential directives call for an emphasis on abstinence in sex-education programs and efforts to prevent school clinics from issuing contraceptives without parental consent. **Page 26.**

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ACROSS THE NATION

NATIONAL

Report Notes Both Gains, Declines In Support for the Humanities

Although American society has made "great progress" in appreciating and understanding literature, history, and culture, the study of the humanities in colleges and universities has declined, according to a new report issued by Lynne V. Cheney, chairman of the National Endowment for the Humanities.

The Congressionally mandated report argued that recent increases in attendance at museums and cultural events, in book purchases, and in participation in literary discussions show that "increasing numbers of Americans are learning, are gaining the insights that the humanities offer."

However, "it is not possible to make such a positive assessment when one looks at our colleges and universities," the report added.

Enrollment in humanities courses has suffered "dramatic" declines in the past two decades, and many institutions have contributed to that decline by failing to require humanities instruction, the report said. It also depicted the academic study of the humanities as being increasingly directed toward small groups of scholars.

To reverse those trends, the report called on colleges and universities to work toward "intellectually coherent curricula" and to reward researchers who publish works of "general significance."

Single copies of the report, "Humanities in America," are available free of charge from the Office of Publications and Public Affairs, National Endowment for the Humanities, 1100 Pennsylvania Avenue, N.W., Washington, D.C. 20506.

Coalition Urges the Next President To Lead National Literacy Efforts

The next President should lead efforts to curb adult illiteracy by highlighting the issue and providing support for state, local, and private literacy efforts, a coalition of reading and literacy groups contends.

"Only Presidential leadership can ensure that the basic literacy needs of Americans are met," the working group on adult literacy said in its proposed "national adult-literacy policy."

The group recommended that the President inform the nation of the "literacy crisis" in his State of the Union Message; create a Cabinet council on adult literacy; propose the creation of a "national institute for adult literacy"; and double federal funding for adult education.

Recent efforts by state and local governments and the private sector, the group noted, have raised public awareness of the issue and have boosted the resources available for dealing with it. But "these efforts fall far short of the needs" of the more than 23 million Americans who lack basic literacy skills, the group argued.

The coalition includes representatives from the Adult Literacy and Technology Project; the American Association for Adult and Continuing Education; the American Library Association; the Association of State Literacy Directors; the Correctional Education Association; the Council of State Adult Education Directors; the International Reading Association; Laubach Literacy Action; Literacy Volunteers of America; the State Literacy Initiatives Network; and the Urban Literacy Network.

STATES

Tough Conflict-of-Interest Rule Adopted by North Carolina Board

Reports that textbook publishers elaborately entertained top-ranking state education officials have spurred the North Carolina Board of Education to adopt a tough conflict-of-interest policy.

The board acted Sept. 8 to bar its own members, the state superintendent, 1,000 education-agency employees, and members of the state textbook commission and all agency advisory commissions from accepting anything of value from companies that do business with the state.

The new policy, adopted for an initial 90-day trial period, carries no penalties, however.

The Raleigh News and Observer reported recently that textbook publishers have played host to various education officials and have paid thousands of dollars in honoraria to State Superintendent A. Craig Phillips. Officials have denied any improprieties.

■ **Ten Maine schools have received state funding to "break the time barrier"** by experimenting with flexible schedules and interdisciplinary study projects that do not fit within the traditional 45-minute class period.

By allowing students and teachers to design their own cross-disciplinary projects, which can be worked on for several hours at a time rather than in regular class periods, schools can "fix what kids are expected to know and have time be the variable instead of the other way around," said Deputy Commissioner of Education Richard H. Card.

The plans have received enthusiastic support from teachers, administrators, and students, who are working together to study and evaluate different possibilities, Mr. Card said.

■ **California education officials are investigating about 20 schools that allegedly cheated on statewide tests.**

The officials will expunge the scores of any guilty schools from statewide averages and bar them from statewide or national competitions. But local districts will be responsible for any disciplinary actions against teachers or administrators.

In the past year, state officials have taken several steps—for example, requiring proctors in every room in which tests are given—to "lessen the temptation" for cheating, according to a spokesman for the department of education.

The Long, Hot Weekend

Maintenance workers at a St. Petersburg, Fla., high school thought the long Labor Day weekend would be the perfect time to try out a new tactic in their perennial battle against mold and mildew.

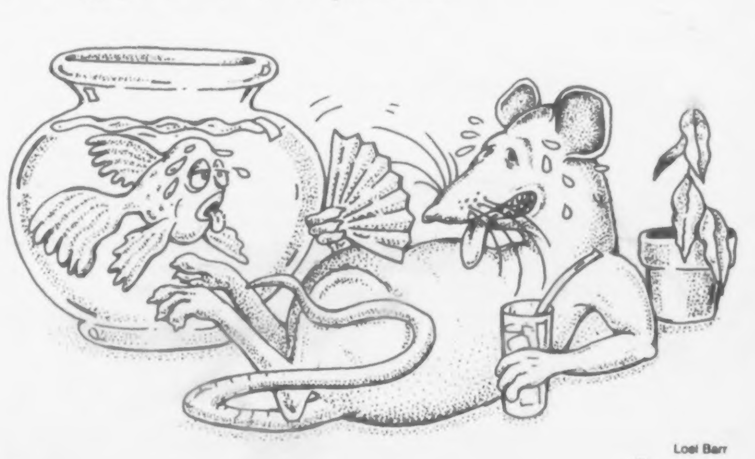
The air-conditioning system in Lakewood Senior High School clearly was not up to the task of removing mold-inducing moisture from the city's humid air. So the workers decided instead to try jacking up the heating over the weekend, in hopes of drying out the air in the building and killing the mold.

Events, to put it kindly, did not unfold exactly as planned.

Actually, most of the mold did die as a result of the heat. With temperatures in the building reaching 130 degrees, though, so did all the plants, snakes, rodents, tropical fish, and other animals in the school's laboratories.

When students and teachers returned to school on Tuesday morning, they were greeted by stifling heat, buckled floors, and a distressing quantity of dead things.

The school's video tapes were also victimized by the heat, but computers in the building weathered the high temperature, reports Lakewood's principal, Barbara Broughton.


Loel Barr

Although teachers and students were dismayed by the loss of animals and materials, Ms. Broughton says, members of the community have come to their aid. "People wanted to be helpful and have replaced, through donations, just about all the animals and plants," she reports.

No sooner had Lakewood overcome one disaster, however, when another one struck. Four days of heavy rain led to flooding, forcing workers to spend the week after Labor Day "sandbagging the back of the building, which was covered in water up to the ankles," says a weary Ms. Broughton.

—J.W.

Study Compares Teacher Salaries in 10 Nations

By Blake Rodman

A recent federal study that sought to compare the salary levels of elementary- and high-school educators in 10 "advanced" countries contains both good and bad news for American teachers.

The good news, according to the study, is that teachers in the United States, on average, are paid as well as or better than their counterparts in most other major industrial countries.

Of the countries studied, only Canada pays its teachers substantially more on average than American teachers.

But that bright picture changes dramatically, the study found, when teachers' average pay is examined in relation to a widely used measure of countries' domestic economic activity.

When the study compared teachers' salaries with the per capita gross domestic product of their respective countries, it found that American teachers fared less well than those in eight of the other nations.

"While absolute levels of teacher pay in the U.S. are high compared with levels of pay in other countries," the 68-page report states, "relative pay levels appear low, at least in relation to" per capita gross domestic product—a valuation of goods and services that excludes income from abroad.

"It appears that teachers in the United States are able to claim smaller shares of national income and output than are teachers in other advanced countries," the report says.

The study, "International Comparisons of Teachers' Salaries: An Exploratory Study," was conducted by Steven M. Barro of SMB Economic Research Inc. for the National Center for Education Statistics, the data-gathering arm of the U.S. Education Department.

It presents and compares teacher-salary data for Britain, Canada, Denmark, Japan, the Netherlands, New Zealand, South Korea, Sweden, the United States, and West Germany. *(See tables on next page.)*

Mr. Barro tried to gather data for the 1983-84 school year, but accepted and included data for the most recent year for which they were available.

The average salaries cited in the report were converted to equivalent U.S. dollars using established "purchasing-power-parity" exchange rates.

Data-Gathering Difficulties

Mr. Barro emphasizes the "exploratory" nature of his research.

Much of the report focuses on the difficulties he encountered in his effort to gather salary information and come up with valid comparisons for the diverse countries studied.

There are large variations among the countries in the "completeness, quality, and reliability of the information" available, Mr. Barro notes.

Moreover, he says, differences in systems of education, in the age and training of teaching forces, and in teacher workloads "raise doubts about data comparability."

"Pending further work on these problems," he states in the report, "the salary comparisons presented here should be treated as preliminary, tentative, and illustrative rather than definitive."

He adds, however, that his findings "do help to place the salaries of U.S. teachers in an international context."

Many recent critics of American education have asserted that teachers in other countries are better qualified and enjoy a higher social and economic status than their counterparts in the United States. Such assertions have made U.S. educators and policymakers increasingly receptive to lessons from abroad.

Although the study was not a policy analysis, Mr. Barro said it was motivated in part by a belief that cross-country comparisons of teachers' salaries would "respond to interests of U.S. policymakers."

"International comparisons," he wrote, "have the potential to contribute to U.S. policy debates by illuminating the relationships between teacher supply and teacher quality, on one hand, and teacher compensation, on the other."

He stressed, however, that his study was not designed to address such broad issues.

Salary and Seniority

With the data he was able to collect, Mr. Barro also attempted to analyze the relationship between salary and teacher experience in the countries studied.

He found that teachers "universally" are paid according to salary schedules that explicitly reward seniority, but that the number of years for which they continue to earn pay increments for their years of experience varies greatly between countries.

For example, teachers in the United States, Britain, and New Zealand generally stop receiving seniority-based raises after 10 to 15 years of experience, while their counterparts in Japan and Korea receive such raises throughout their careers.

Salary scales in Denmark, the Netherlands, and Germany, the study found, "top out" at 20, 27, and 28 years, respectively.

Mr. Barro also calculated the differences in pay between the least- and most-senior teachers on these scales, taking into account only seniority-related pay variations.

Denmark and Sweden had the lowest ratio of maximum to minimum salary, 1.3 to 1. Japan had the highest, 3 to 1, followed by South Korea, with 2.4 to 1.

The United States fell into the middle of the range in this comparison. The average pay for the most-senior American teachers with bachelor's degrees, Mr. Barro found, is about 1.65 times that of the least senior; for teachers with graduate degrees, the ratio is 1.73 to 1.

Copies of the report may be obtained free of charge from the Education Information Branch, U.S. Education Department, Office of Educational Research and Improvement, 555 New [illegible]ey Ave., N.W., Room 300, Wa[illegible]on, D.C. 20208-5641.

AN EDUCATOR'S OPINION

To Tomorrow's Leaders

I'd like to address myself to some very special people—to America's future leaders.

No, I'm not writing to Michael Dukakis. Nor to George Bush. I'm writing to America's high school students, to the young people who will guide our nation through the 21st century. And I want to speak to them directly.

First, on behalf of NEA's 1.9 million members—Welcome to a new school year! Welcome back to homework, deadlines, exams, and—yes—to teachers who, like me, accept *no excuses* for efforts that fail to reflect your full potential.

The challenges before you are—to borrow your lingo—awesome. To take your rightful place in the political and economic life of our republic, you will have to be more self-disciplined and more mentally agile than any previous generations of Americans.

We're doing our best to move you in that direction. That's why, during this school year, you're likely to feel—more directly than before—the impact of the reform movement that is changing the shape of American education. You might find, for example, that your school day is no longer divided into 50-minute chunks, or that rote exercises have been replaced by projects demanding greater creativity.

As you adjust to these changes, I urge you to remember that you are preparing yourselves, not for the day of graduation but for a lifetime of learning.

That's a message I think you need to take to heart. The time is long past when we could view education as a neatly defined process that begins at age 5 or 6 and comes to a grinding halt at 18 or 22. What you are learning today and tomorrow should prepare you to continue learning throughout your life.

By taking aim at that goal, you can become true partners in efforts that are enhancing America's tradition of educational excellence. This partnership already includes teachers, parents, school administrators, the business community, legislators, and other concerned citizens throughout our nation. But without you, that partnership is incomplete.

Mary Hatwood Futrell
President, NEA

So join us. Join us by giving education your best shot. Every hour, every day, the entire year.

We—all of us who will soon welcome you as our peers—are on your side. For we know that you, the high school students of today, are the guardians of America's tomorrows.

We expect a lot from you. You, in turn, have a right to expect a lot from us. Together, let us do what is necessary to make sure that the America *your* children grow up in is an America that is strong and generous and just, an America forged by you, by the world's best educated citizenry.

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International Comparisons of Teacher Salaries

Country and Currency Unit	Level of Education	Year	Average Salary: National Currency	Average Salary: U.S. Dollar Equivalent (P.P.P.[1] Rate)	Comparison With U.S. Average in Same Year
United States (dollar)	Elementary	1984	21,452	21,452	1.00
	Secondary	1984	22,667	22,667	1.00
	Combined	1984	22,019	22,019	1.00
Canada (dollar)	Elementary	1984	33,583	28,364	1.32 e
	Secondary	1984	37,836	31,956	1.41 s
	Combined	1984	35,126	29,667	1.35 c
United Kingdom (pound)	Primary	1984	9,158	16,959	0.79 e
	Secondary	1984	9,575	17,731	0.78 s
	Combined	1984	9,401	17,409	0.79 c
West Germany (mark)	Primary	1982	44,540	19,026	1.01 e
	Secondary	1982	50,756	21,681	1.09 s
Netherlands (guilder)	Primary	1982	39,718	16,858	0.90 e
	Secondary	1982	60,061	25,493	1.28 s
Sweden (crown)	Junior	1984	108,504	15,759	0.73 e
	Intermediate	1984	110,892	16,106	0.75 e
	Upper & Gymnasium	1984	129,456	18,803	0.83 s
Denmark (kroner)	Primary & Lower Secondary	1982	151,200	17,709	0.94 e
	Upper Secondary	1982	217,700	25,498	1.28 s
Japan (1,000 yen)	Elementary & Lower Secondary	1984	4,577	20,359	0.95 e
	Upper Secondary	1984	5,037	22,406	0.99 s
	Combined	1984	4,695	20,884	0.95 c
South Korea (1,000 won)	Primary	1984	5,650	14,947	0.70 e
	Middle	1984	5,230	13,836	0.64 e
	Senior High School	1984	5,650	14,947	0.66 s
New Zealand (dollar)	Primary	1986	27,560	16,212[2]	0.65[3]
	Secondary	1986	34,650	20,382[2]	0.78[3]

NOTE: The letters e, s, and c in the last column indicate that the base of the comparison is the U.S. salary paid to elementary teachers, secondary teachers, or elementary and secondary teachers combined.

[1] Purchasing-power parity.

[2] P.P.P. rate not available for New Zealand. Conversion is at a market rate of 1.7 N.Z. dollars per U.S. dollar.

[3] New Zealand salaries for primary and secondary teachers in 1986 are compared with the estimated average U.S. salaries of $24,782 and $26,080 for elementary and secondary teachers, respectively, as reported in the 1985-86 edition of the National Education Agency's Estimates of School Statistics.

Average Teacher Salaries Relative to Per Capita Gross Domestic Product

Country and Currency Unit	Level of Education	Year	Average Teacher Salary	Per Capita Gross Domestic Product	Ratio: Teacher Salary To Per Capita G.D.P.
United States (dollar)	Elementary	1984	21,452	15,707	1.37
	Secondary	1984	22,667	—	1.44
	Combined	1984	22,019	—	1.40
Canada (dollar)	Elementary	1984	33,583	17,641	1.90
	Secondary	1984	37,836	—	2.14
	Combined	1984	35,126	—	1.99
United Kingdom (pound)	Primary	1984	9,158	5,669	1.62
	Secondary	1984	9,575	—	1.69
	Combined	1984	9,401	—	1.66
West Germany (mark)	Primary	1982	44,540	25,923	1.72
	Secondary	1982	50,756	—	1.96
Netherlands (guilder)	Primary	1982	39,718	25,776	1.54
	Secondary	1982	60,061	—	2.33
Sweden (crown)	Junior	1984	108,504	94,674	1.15
	Intermediate	1984	110,892	—	1.17
	Upper Secondary	1984	129,456	—	1.37
Denmark (kroner)	Primary & Lower Secondary	1982	151,200	90,717	1.67
	Upper Secondary	1982	217,700	—	2.40
Japan (1,000 yen)	Elementary & Lower Secondary	1984	4,577	2,482	1.84
	Upper Secondary	1984	5,037	—	2.03
	Combined	1984	4,695	—	1.89
South Korea (1,000 won)	Primary	1984	5,650	1,700	3.32
	Middle	1984	5,230	—	3.08
	Senior High School	1984	5,650	—	3.32
New Zealand (dollar)	Primary	1986	27,560	13,617	2.02
	Secondary	1986	34,650	—	2.54

SOURCE: "International Comparisons of Teachers' Salaries: An Exploratory Study," National Center for Education Statistics.

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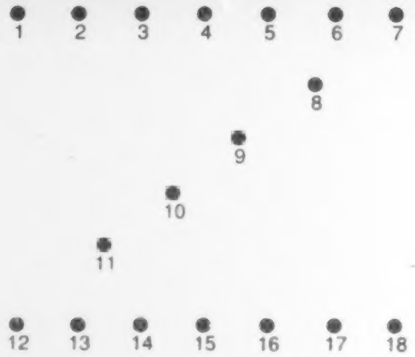

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EDUCATION WEEK

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Governor Seeks Major Revisions In Chicago Bill

But Angry Lawmakers Could Kill Overhaul

By William Snider

The fragile consensus that has kept alive a proposed overhaul of the Chicago public schools was jarred last week, as Gov. James Thompson of Illinois made good on his promise to seek changes that are staunchly opposed by key participants in the debate.

Mr. Thompson's action raised the possibility that the massive reform bill could die, a victim of the ongoing battle between the Republican Governor and the Democratic-controlled legislature.

The bill "may very well die in November," when the legislature meets for a brief veto-override session, said Senator Arthur Berman, chairman of the education committee.

In an 18-page amendatory veto message, the Governor requested numerous alterations in the bill approved by lawmakers this summer. But two changes in particular have raised the ire of political leaders who scuttled an earlier version of the measure.

The first change would give the Governor an equal voice with Chicago's mayor in naming a seven-member oversight commission that will have broad powers to impose financial sanctions on the Chicago district if it fails to implement reforms.

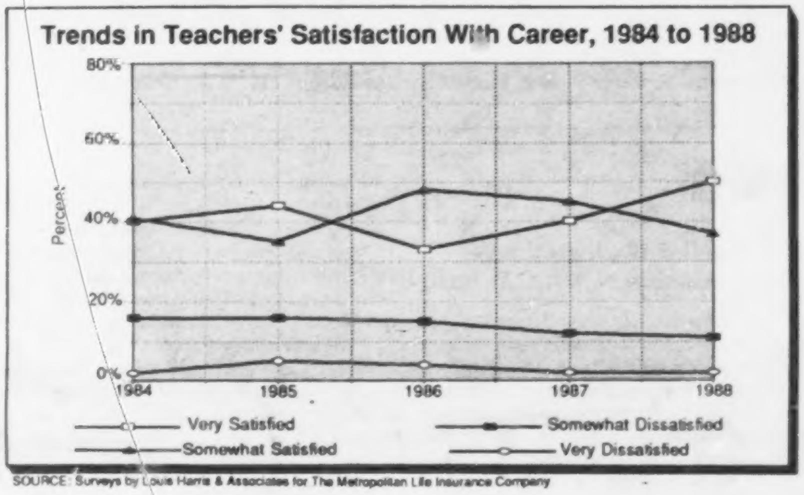
This proposal is vehemently opposed by Chicago's black legislators, who view it as an attempt to wrest control from local

Continued on Page 15

Matt Ferguson

Gov. James M. Thompson shares a pen at last week's veto-signing ceremony at Chicago's Lane Technical High School.

Trends in Teachers' Satisfaction With Career, 1984 to 1988



SOURCE: Surveys by Louis Harris & Associates for The Metropolitan Life Insurance Company

Chiefs' Unit Sets Broader Approach For States on Young's 'Basic Needs'

By Deborah L. Gold

WILLIAMSBURG, VA.—A study commission of the Council of Chief State School Officers drafted recommendations here last week urging states to provide a wide range of services, beginning at birth, for children at risk of school failure.

The commission, which includes deputy superintendents and other state education officials, proposed that states offer children from birth to age 8 "a continuum of services," including parent education, child care, "developmentally appropriate" education, health, and social services.

Resources would initially be focused on at-risk children and their parents, but the group proposed that efforts be expanded eventually to offer "universal access" for all families.

"We know that children cannot extract from our schools the best that we presently stand to offer unless other basic needs are met," says the draft of a guide for state action in providing early-childhood and parent-education services prepared by council staff members.

The commission is refining the guide to present with its recommendations at the council's annual meeting in Indianapolis next month.

In recent months, business leaders, policy analysts, and child-welfare groups have increasingly emphasized the importance of early-childhood programs in reducing the

Continued on Page 14

In Teacher Poll, Minorities Show Signs of Distress

41% Say They Will Quit Within 5 Years

By Lisa Jennings

WASHINGTON— Minority teachers are not as satisfied with their careers as other teachers, according to a national survey, and many say they will leave the profession within the next five years.

Other findings from the 1988 Survey of the American Teacher, which has been conducted annually since 1984 by the Metropolitan Life Insurance Company, show discrepancies between the views of teachers and students on such problem areas as school violence, but present a generally positive picture of student-teacher relationships.

The report on the survey, "Strengthening the Relationship Between Teachers and Students," was released last week. It is the first in the series to include student responses and the first to specifically target the attitudes of minority teachers.

Over all, 50 percent of the 1,208 teachers surveyed said they were "very satisfied" with teaching as a career, up from 40 percent who described themselves that way in last year's poll.

But black and Hispanic teachers, who currently make up about 11 percent of the teaching force, were much more likely, according to the report, to see themselves as leaving the profession.

Of the 300 minority teachers surveyed,

Continued on Page 23

Goal-Setting National 'Blueprint' Is Urged To Stem the Decline in Science Proficiency

By Robert Rothman

WASHINGTON—Science educators and members of the Congress last week called for a clearer national "blueprint" for reversing the low levels of science achievement documented by a recent student assessment.

The leaders outlined here a proposed national policy that would provide "focused programs and clear goals" in science education.

Their action came a week after the National Assesament of Educational Progress released a report concluding that the majority of U.S. high-school students "are poorly equipped for informed citizenship and productive performance in the workplace, let alone postsecondary studies in science."

The results of NAEP's nationwide test of students in grades 3, 7, and 11 indicate that "science and technology education has simply become less than a girder in the educational infrastructure," said Representative Thomas C. Sawyer, Democrat of Ohio.

He was joined at a Capitol Hill briefing on the proposed policy initiative by another Ohio Democrat, Senator John Glenn, and by Representative Bill Green, Republican of New York.

John M. Fowler, director of the Triangle

Continued on Page 21

More Diploma Mills, Degree Recipients Netted in 'Dipscam'

By Lisa Jennings

The operator of three bogus "diploma mills" was sentenced before a federal judge in Charlotte, N.C., last week, in the latest development in the Federal Bureau of Investigation's ongoing "dipscam" investigation.

Court documents released at the sentencing revealed the names of 292 "students" who had applied and paid for mail-order degrees—100 of them in education—from the fake institutions.

Only 21 of the students who applied for degrees in education did not list foreign addresses, according to the documents. The rest were listed as residents of a variety of countries, primarily Venezuela and Saudi Arabia.

Federal investigators attributed the shift in the population of mail-order students to the F.B.I.'s crackdown on the diploma mills, which has forced them to focus more on overseas markets by

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Also in the news

Nuclear Reactions
In Massachusetts, towns uneasily discuss school role in emergency plans.
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Boosting Technology
As E.D. completed its Star Schools list, others probed how to lift 'barriers'.
5

History in 'Crisis'
More and better instruction is needed, a panel of eminent scholars has concluded.
7

The Drought Hits Schools
Revenue shortfalls have put some schools as well as the family farm in jeopardy.
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IN SUMMARY

Barriers to Technology
State education agencies need to push harder to overcome legal and procedural obstacles to the fuller use of modern technology in the classroom, a meeting of experts has concluded. **Page 5.**

Texas Health-Insurance Dispute
The collapse of a health-insurance trust fund has left many teachers with heavy medical bills, prompting the state union to bring suit against the districts that set up the program. **Page 6.**

Good Times for Colleges
Despite fears that the declining numbers of college-age students would trim enrollments, most colleges and universities have more than held their own, according to a new survey. **Page 9.**

Kentucky School-Aid Overhaul
A judicially appointed advisory panel has issued a report calling on Kentucky to equalize spending among school districts, revise its tax system, and boost its share of school revenues. **Page 10.**

Supreme Court Term Opens
Justice Anthony M. Kennedy may be the crucial swing vote in several upcoming education-related cases, including ones on affirmative action and the scope of federal civil-rights laws. **Page 18.**

'CAT Scan' for Education
A new Education Department report suggests ways that states could improve their systems for holding schools and districts accountable for the performance of their students. **Page 18.**

Ignoring the Neediest?
Critics of the Job Training Partnership Act say it has allowed states and local program sponsors to shortchange those young people who are most in need of employment skills. **Page 19.**

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ACROSS THE NATION

NATIONAL

Student Experiments Are Bound for Outer Space

While schoolchildren across the country watched last Thursday, the science experiments of two students were carried aloft with the space shuttle Discovery, as part of the National Aeronautics and Space Administration's "Space Shuttle Student Involvement Program."

The projects are the work of Richard Cavoli of Marlboro, N.Y., and Lloyd C. Bruce of St. Louis, both now 24 years old. The two were high-school students when NASA first chose their projects to go into space with the ill-fated Challenger mission in January 1986.

Mr. Cavoli, a graduate of Marlboro Central High School and currently a medical student at the State University of New York at Buffalo, will use the weightless environment of space to test whether larger, purer lead iodide crystals—used in X-rays—can be grown on a semipermeable membrane.

Mr. Bruce, a graduate of Summer High School in St. Louis and now a senior at the University of Missouri, wants to test the possible benefits of weightlessness in the creation of lighter, stronger titanium alloys, which could be used in airplane engines.

STATES

Still Too Few Black Educators, Says Mississippi N.A.A.C.P. Study

Blacks continue to be underrepresented in the teaching and administrative ranks of Mississippi's public schools, according to a new study by the state chapter of the National Association for the Advancement of Colored People.

Although some 54 percent of the state's public-school students are black, two-thirds of teachers are white, a survey returned by more than 130 of the state's 154 school districts indicated.

In addition, the survey found, only 22 superintendents are black, even though some 80 districts have student populations that are more than two-thirds black.

N.A.A.C.P. officials have asked Gov. Ray Mabus and Richard Boyd, the state's superintendent of schools, to meet with them about ways to eliminate the disparities.

State officials have not decided whether they will agree to the proposed meeting, according to Andy Mullins, a spokesman for the department of education.

"We have known that was a problem for a number of years and are trying to come up with ways to get more blacks into education," he said.

English Classes in Arizona Bursting with Immigrant Students

English classes for Spanish-speaking adults are jammed and hundreds of applicants are being turned away from the programs because funds have run out, Arizona officials said last week.

"Where classes were normally 25 to 30 students, we have had as many as 94 in one classroom," said Gary A. Eyre, state director of adult education. In several areas, there are waiting lists to get into English and basic-skills classes.

The surge is attributed to the 1986 Immigration Reform and Control Act, which granted amnesty to resident illegal aliens but required them to show a basic knowledge of English within two and a half years.

"We're just about at the saturation point," Mr. Eyre said. "You can't have a teacher-student ratio of 1 to 90 and have a successful program."

The education department plans to ask the legislature to double the $1 million currently available for adult education. The program also receives $1.2 million in federal funds.

Mr. Eyre predicts that demand will be even higher next year, when the deadline for English proficiency begins to take effect. "We probably are serving only 10 percent of the need that's out there," he said.

■ **Missouri school districts will have greater flexibility in designing their own testing programs,** under a proposal approved by the state board of education.

The change would eliminate some of the specific criteria used by the state in reviewing exams developed by districts that choose not to use a state-developed test. Officials said they were responding to complaints about the restrictiveness of the current rules from local school officials and legislators.

The vast majority of districts have met a new testing requirement by using the state-developed Missouri Mastery and Achievement Tests.

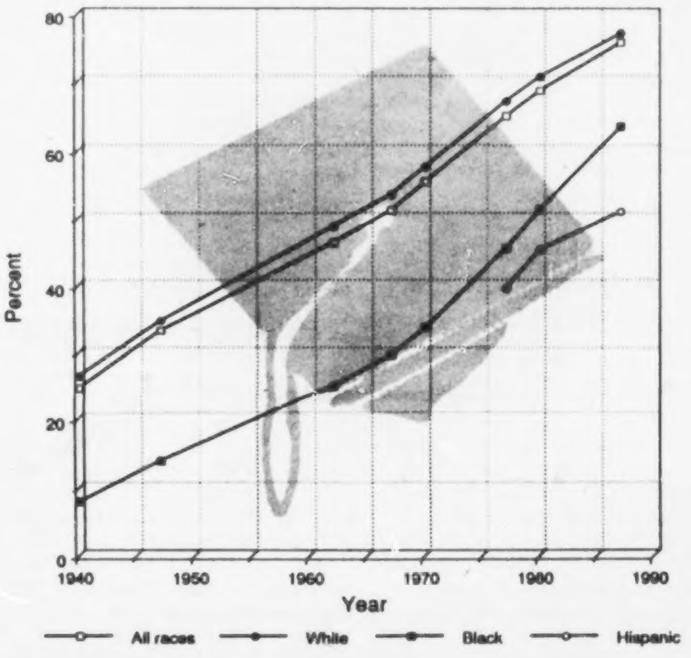
■ **Only 11 percent of Minnesota public schools provide federally subsidized breakfasts,** according to a new study.

The Minnesota Food Education and Resource Center also found that many students come to school hungry. Its survey of more than 5,300 children who attend elementary schools that do not participate in the program revealed that about one-sixth come to school without having had breakfast.

The report called on the legislature to require schools to offer breakfasts if more than 10 percent of their students are eligible for free or reduced-price lunches.

DIMENSIONS

More Mortarboards Than Ever



The proportion of American adults who are high-school graduates continues to climb, according to a new Census Bureau study. In 1987, 76 percent of those 25 and older were high-school graduates—an increase of 1 percent from 1986 and fully three times the level of 1940.

Although whites are still more likely than members of minority groups to hold high-school diplomas, the bureau reported, the gap between whites and blacks has narrowed considerably in recent decades.

The percentage of adults with a college degree reached a record 20 percent.

Copies of the report, "Educational Attainment in the United States: March 1987 and 1986" (Series P-20, No. 428), are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

DISTRICTS

School Officials Investigate Alleged Cluster of Cancer Cases

Officials are conducting a series of environmental tests at a Florida high school in the wake of allegations by the teachers' union that an unusual number of employees have developed cancer.

The union began pushing for tests following the recent cancer deaths of two for-

History Instruction Is 'In Crisis,' Panel Says

By Robert Rothman

Washington—A panel of prominent historians and history teachers last week judged their subject area to be "in crisis" and urged schools to substantially boost both the quantity and quality of instruction in the field.

History is the "required body of knowledge for the 'profession of citizenship,'" said Paul A. Gagnon, principal investigator for the group, known as the Bradley Commission on History in Schools. "We should stop pretending we are educating citizens when we really are not."

"Whenever the basic curriculum of history is shrunken or half-full," the University of Massachusetts at Boston professor added, "schools are violating students' right to know, and democracy is betrayed."

The report the commission released here cites survey results showing that many states do not require history for high-school graduation or for certification as a social-studies teacher. It proposes that history instruction be required for all students, and that the time devoted to it be expanded, particularly in the early grades.

In addition, the panel members urged that teachers be given more authority to develop curricula and select textbooks, and that university history departments assume greater responsibility for what goes on in the schools by writing textbooks and improving their teaching of prospective schoolteachers.

But the proposals will only be effective, said Claudia Hoone, a commissioner who teaches 4th grade at Public School #58 in Indianapolis, if teachers "become policymakers" and improve their instructional methods in ways that make history exciting for all students.

"That's the only way reform will be firmly rooted in reality," she said.

Implications for Democracy

The panel, which included some of the leading scholars in the field—among them C. Vann Woodward of Yale University, William H. McNeill of the University of Chicago, and Gordon A. Craig of Stanford University—was formed last year by the Educational Excellence Network with a grant from the Lynde and Harry Bradley Foundation.

The group, which met four times over the past year, last spring adopted a set of resolutions that form the basis of the report issued last week. The panel also plans to issue a book-length report next year.

The commission found that the quantity and quality of history instruction has waned over the last few years.

"While other social-science disciplines and many new fields, such as sex and health education, driver education, and computer education, have expanded their roles in the curriculum," the report states, "the number of required courses in history has declined."

"Currently," it adds, "15 percent of our students do not take any American history in high school, and 50 percent do not study world history or Western civilization."

These findings have grave implications for the future of the American political system, said Kenneth T. Jackson, the commission's chairman.

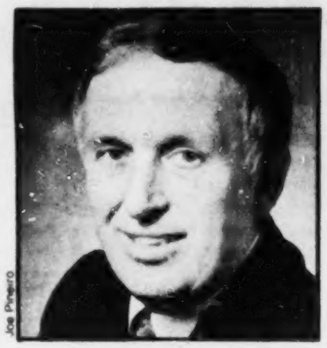
"Is it any wonder voting participation is the lowest of any democracy and is falling?" asked Mr. Jackson, the Mellon Professor of History and Social Sciences at Columbia University.

Variety of Methods, Sources

To reverse these trends, the panel proposed strengthening the teaching of history at every level.

But rather than mandate a single curriculum, the commission proposed several alternatives, so that curriculum planners could choose one that best reflected their own goals and circumstances.

In addition, it suggested a variety of themes and methods, and urged teachers to employ a wide range of source materials and topics. "History, by its nature, is an interdisciplinary subject," the report states. "It should never be reduced to a thin recital of successive dates and facts."


Joe Pinero

> *"Is it any wonder voting participation [in the United States] is the lowest of any democracy?"*
>
> — Kenneth T. Jackson

'Inherent Drama'

For the elementary grades, the commission recommended that schools depart substantially from current practice.

The K-6 social-studies curriculum, the panel said, should shift from the current "expanding environments" model—in which children study, in sequence, themselves, their families, their communities, their state, their nation, and then the world—to a "history centered" curriculum.

"The inherent drama of historical events is something kids can understand," said Diane Ravitch, professor of history and education at Columbia University's Teachers College. "They are not getting it in their social-studies classes."

Currently, she said, "they hear dramatic stories about how milk gets to the table."

In grades 7-12, the panel recommended at least four years of history, including two of American history and two of Western and world history.

The additional time could result in better textbooks, according to Mr. Gagnon, who has conducted two studies of history texts for the American Federation of Teachers. History books have suffered from the inclusion of too many facts in too little space, he explained.

"Authors and publishers who produce books that cover in one year history from the Mayans to moon landings, from pre-history to perestroika, face an impossible task," he said. "With a revision of the curriculum, textbooks can be a whole lot more effective than they are."

'Follow-Up'

Leaders of social-studies and history organizations generally praised the commission's report, and said that the panel members' prestige would help ensure that its recommendations are carefully considered.

Louis Harlan, president-elect of both the American Historical Association and the Organization of American Historians, said the report "not only alerts us to the crisis, but presents concrete proposals to deal with it."

He added that the report "needs a follow-up" and said he would "do what I can to involve college-level and public historians in the job."

Donald H. Bragaw, co-chairman of the National Commission on Social Studies in Schools, said the report would be useful in states and districts that choose to devote greater attention to history.

But, he added, "society has not released us from the responsibility of teaching about government, political science," and other topics currently taught under the rubric of social studies.

Copies of the commission's report, "Building a History Curriculum," are available for $3 each from the Educational Excellence Network, 1112 16th Street N.W., Suite 500, Washington, D.C. 20036.

States' High-School Graduation Requirements in the Social Studies

Alabama	1 sem. Alabama history; 1 yr. U.S. history; 1 yr. world history for "advanced diploma"; 1 sem. U.S. government; 1 sem. economics.
Alaska	3 yrs. social studies; local districts determine exact courses offered; possible, though not probable, for a student to graduate without studying history (state, U.S., or world).
Arizona	World history/world geography required in 1991; 1 yr. American and Arizona history; 1 yr. American and Arizona constitutions and government; ½ unit "free enterprise" education.
Arkansas	1 yr. U.S. history.
California	3 yrs: 1 yr. world history, culture, and geography; 1 yr. U.S. history and geography; 1 sem. American government and civics; 1 sem. economics.
Colorado	3 yrs: 1 yr. U.S. history to include history, government, Constitution, geography, economics, and cultures of the U.S.; 1 yr. world history/global studies to include history, government, geography, economics, and cultures of the world; 1 sem. U.S. government; 1 sem. elective.
Connecticut	3 yrs. social studies beginning 1988; U.S. history required.
Delaware	3 yrs.: 1 yr. introduction to the social studies; 1 yr. U.S. history with emphasis on 20th-century and contemporary problems; 1 yr. Problems of Democracy or electives.
District of Columbia	1 sem. D.C. history and government, grade 9; 1 yr. U.S. history, (Reconstruction to the present) grade 11; 1 sem. U.S. government, grade 12.
Florida	3 yrs.: 1 yr. American history; 1 sem. American government; 1 sem. economics; 1 yr. world history (to include 30 hours of Americanism versus Communism).
Georgia	3 yrs.: 1 yr. U.S. history and government; 1 sem. citizenship; 1 sem. economics; 1 yr. world studies (may be taken from world geography or world history, but since Board of Regents requires world history most students take it for entrance to public college).
Hawaii	4 yrs.: 1 yr. world history and culture; 1 yr. U.S. history and government; 1 sem. modern history of Hawaii; 3 sems. electives.
Idaho	1 yr. U.S. history, grade 11.
Illinois	2 yrs.: 1 must be U.S. history or combination of U.S. history and American government; other is a social-science elective; must pass proficiency test in consumer education.
Indiana	1 yr. U.S. history; 1 yr. U.S. government, or 1 sem. government and 1 sem. of a citizenship course, to include study of Indiana and U.S. constitutions.
Iowa	4 yrs., including 1 yr. American history and 1 sem. government; others are electives.
Kansas	1 yr. U.S. history, 1 sem. U.S. government, and 1½ yrs additional social studies (beginning in 1988).
Kentucky	2 yrs., including 1 yr. of U.S. history.
Louisiana	3 yrs.: 1 yr. American history; 1 yr. world history, world geography, or western civilization; 1 sem. civics; 1 sem. "free enterprise" education.
Maine	1 sem. Maine studies, 1 yr. American history, and 1 sem. elective social studies.
Maryland	3 yrs., including 1 yr. of U.S. history.
Massachusetts	U.S. history and government, including Massachusetts history.
Michigan	1 sem. civics.
Minnesota	2 yrs.: Studies of America (including American history) and Contemporary World Problems.
Mississippi	2 yrs.: 1 yr. U.S. history 1877 to present, 1 sem. U.S. government, and 1 sem. Mississippi state and local government.
Missouri	1 yr., including American history and institutions; U.S. and Missouri constitutions.
Montana	1 yr. U.S. history and 1 sem. U.S. government.
Nebraska	State requires only that schools offer 30 units of social studies, including American history.
Nevada	1 yr. American history and 1 yr. American government.
New Hampshire	2½ yrs., including U.S. and New Hampshire history and government, and ½ yr. basic business and economics education.
New Jersey	2 yrs. U.S. history and 1 yr. world history/studies starting in 1988-89.
New Mexico	1 yr. U.S. history, 1 sem. civics/government, and 1 sem. elective.
New York	4 yrs.: 2 yrs. global studies, grades 9-10; 1 yr. U.S. history and government, grade 11; 1 sem. economics and 1 sem. participation in government, grade 12.
North Carolina	1 yr. U.S. history and 1 yr. economics/government.
North Dakota	3 yrs., including 1 yr. world history and 1 yr. U.S. history (effective 1986).
Ohio	½ yr. each American history and government; 1 other unit social studies.
Oklahoma	1 sem. Oklahoma history, 1 sem. world history, and 1 yr. U.S. history.
Oregon	1 yr. U.S. history; 1 yr. global studies; 1 sem. government; 1 sem. career development; 1 yr. personal finance and economics.
Pennsylvania	3 yrs., including Pennsylvania and U.S. history and government.
Rhode Island	College-bound: 2 units including history; career-bound: 1 unit U.S. history and government.
South Carolina	1 yr. U.S. history and Constitution; 1 sem. American government; 1 sem. economics; 1 yr. electives.
South Dakota	3 yrs., including 1 yr. U.S. history, 1 sem. U.S. government, and 1 sem. geography, for 1988 graduates and thereafter (previously, 2 yrs. social studies required).
Tennessee	1 yr. American history and 1 sem. economics.
Texas	1 yr. U.S. history; 1 yr. world-history studies or world-geography studies; ½ yr. economics; ½ yr. U.S. government.
Utah	3 units: 1 sem. World Cultural Geography, grade 9; 1 sem. ancient- and/or modern-world civilization or advanced-placement European history, grade 10; 2 sems. U.S. studies or advanced-placement American history, grade 11; 2 sems. electives.
Vermont	3 yrs.: 1 yr. U.S. history, 1 yr. world history or global studies, and 1 yr. from history or social sciences.
Virginia	3 yrs.: 1 yr. U.S. government; 1 yr. Virginia and U.S. history; 1 yr. world history or world geography; 1 sem. economics must be offered (but not necessarily taken).
Washington	2½ yrs.: 1 yr. U.S. history and government, 1 sem. state history and government, 1 yr. Contemporary World History, Geography, and Problems.
West Virginia	3 yrs.: 1 yr. American history, grade 9; 1 yr. world cultures, grade 10 or 11; 1 sem. economics, grade 11 or 12; 1 sem. Contemporary America, grade 11 or 12.
Wisconsin	3 yrs.: 1 yr. U.S. history, 1 yr. world history or world geography, and 1 yr. of a social science (must offer political science or government and economics; can offer other social sciences).
Wyoming	Most local districts require 2 or 3 yrs. of social studies; however state accreditation/standards only require that 4 yrs. of social studies be offered: this must include state and national constitutions and study of American "Institutions and Ideals."

SOURCE: "Building a History Curriculum," Bradley Commission on History in Schools.

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'Perestroika'

Kirsten Goldberg/Education Week

Opening day at Moscow School No. 6, where reform experiments are under way. Story on page 10.

Contracts for Kindergarten

Milwaukee Schools Launch Novel 'Prototype'

By Deborah L. Gold

In a program being hailed as a model collaborative venture between the education and child-care sectors, the Milwaukee public schools have contracted with five private day-care centers to provide half- and full-day kindergarten for disadvantaged 4- and 5-year-olds.

Faced with a shortage of space and growing pressure to offer child care and education in one setting, the district last month placed public-school teachers at the day-care sites to work with personnel there to provide both services. About 180 children are enrolled in the program.

According to a study of public-school early-childhood programs conducted by the Bank Street College of Education and Wel-

Continued on Page 19

Milwaukee Public Schools

Supt. Robert S. Peterkin with pupil.

Publishers Probe Text Warehouses After Scandals

15-State System Called 'A Dinosaur' by Critics

By Robert Rothman

Stung by million-dollar losses, a group of textbook publishers is pressing for reforms in the book-depository system, which some critics have labeled a wasteful relic of "horse-and-buggy days."

The publishers' task force, which is expected to report to state textbook directors next year, could recommend the first changes in decades in the system, which in 15 states requires storage of textbooks in a central location before they are distributed to districts.

The task force was created in the wake of scandals involving privately owned depository firms in Texas and Utah. The incidents cost publishers millions of dollars and resulted in litigation and changes in the two states' book-distribution practices.

Until those recent cases, the depositories—in most instances, private firms that contract with publishers to store state-adopted textbooks and distribute them to districts—have remained virtually unchanged since they were created in the early part of the century, observers say.

States at that time ordered publishers to use the facilities to ease shipping difficulties and ensure that textbooks remained available to remote schools.

But some researchers argue that the growth in the publishing industry and improvements in transportation have turned the depositories into "dinosaurs" that drive up the cost of books by requiring publishers to pay unnecessary warehousing costs.

"Why would anyone need such a thing in the days of the United Parcel Service and Express Mail?" asked Arthur Woodward, research associate in the graduate school of education and human development at the University of Rochester.

Despite such criticism, the publishers are

Continued on Page 15

City Chiefs Eye Teacher Issues in Funding Context

By William Snider

TOLEDO, OHIO—Using terms popularized by teachers, urban superintendents and school-board members say they are well aware of the need to reform teaching and administration in their districts.

But they insist that inadequate funding remains a formidable obstacle to achieving widespread change.

As the top leaders from some 40 of the nation's largest urban districts met here this month, phrases such as "decentralized decisionmaking" and "teacher empowerment" echoed through their workshops.

Many of the participants' wish lists for professionalizing teaching included higher

Continued on Page 20

N.E.A. 'Strategic' Planners See Structural Change as Possibility

By Blake Rodman

WASHINGTON—Leaders of the National Education Association and its state affiliates met behind closed doors here late last month to ponder a number of issues critical to the union's future policies and structure, and to work on a "strategic plan" that will guide the organization over the course of the next decade.

It was the first time the N.E.A. had called together such a large and wide-ranging group specifically to "brainstorm" on the future of the organization.

Roughly 320 leaders took part in the deliberations. They included the N.E.A.'s executive committee and board of directors, the presidents, vice presidents, secretary-treasurers, and executive directors of its state affiliates, and other union "stakeholders."

"We thought it was important to involve a wide range of the folks at the various levels of the organization in this planning," said Robert F. Chase, a member of the N.E.A.'s nine-member executive committee.

The meeting was a key component of a formal process the executive committee initiated just over a year ago to develop the plan, which officials say will ultimately include a brief mission statement and a number of "strategic objectives" for carrying out the union's vision.

The mission statement will be the first one that the N.E.A. has drafted since 1857, the year the association was chartered, according to Gary Watts, the union's assistant executive director for governance and policy development.

Continued on Page 20

Steroids: Few Demanding That High-School Athletes 'Just Say No'

National Federation of State High Schools

Many are buying black-market drugs.

By Ellen Flax

Although many educators acknowledge that a growing number of high-school students are using steroids and other growth-enhancing drugs, few education organizations are prepared to mount a campaign against their abuse.

Unlike Ben Johnson, the Canadian sprinter who lost his gold medal at the Seoul Olympics after testing positive for steroid use, virtually all high-school athletes can successfully compete using these potentially harmful substances without the threat of being penalized or disqualified from competition.

Despite a growing body of medical evidence that suggests that steroids cause irreparable harm, groups representing teachers, administrators, school-board members, physical educators, and state activities associations have neither called for a ban on these drugs nor initiated programs specifically devoted to eliminating their use.

"It's simply a can of worms that high schools aren't prepared to deal with—economically, professionally, or medically," said Harry Edwards, a professor of sociology at the University of California at Berkeley and an expert on amateur sports. "Everybody knows and everybody feels that someone does it, but not on my team."

Although few statistics exist on the rate of steroid use among teenagers, experts believe that the problem is growing. As competition for college scholarships grows more acute, they say, more high-school athletes

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Also in the news

7 **Catholic Schools Threatened**
In Detroit, "a state of shock" has followed the abrupt diocesan announcement that a third of the city's parishes will be closed.

12 **'Choice' Becomes a Weapon**
An accountability plan in New York would let parents transfer their children from "unsound" schools at state expense.

17 **'Sovereign Immunity' Tested**
The U.S. Supreme Court will decide whether the doctrine can shield states against special-education lawsuits.

IN SUMMARY

'YES' to America
In the Presidential race, George Bush proposed a volunteer program, dubbed Youth Engaged in Service to America, while Michael Dukakis outlined a $15-million plan for science teaching. **Page 5.**

School-Based Reform Network
A new computer network will enable teachers from 50 schools and research centers across the country to share ideas and concerns about school-based reform and restructuring. **Page 5.**

Boning Up on the S.A.T.
One high-school student in nine uses outside coaching courses to prepare for the Scholastic Aptitude Test, and most of those who do find them helpful, the College Board reports. **Page 6.**

Developing 'Human Capital'
A coalition of business and higher-education leaders has called for efforts to revitalize education and help American workers develop the skills needed to compete in the world economy. **Page 7.**

School-Finance Reform
Officials in Texas and Montana have put forward finance-reform proposals that are intended to equalize the revenues of school districts throughout their states. **Page 13.**

Key Bills in Doubt
As the Congress neared the end of its 1988 session, pre-election political maneuvering left the fate of day-care, parental-leave, and drug-education legislation uncertain. **Page 16.**

Banking on New Technology
The Bank Street College of Education in New York has been awarded a $4.9-million federal grant to create a new national Center on Technology in Education. **Page 17.**

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ACROSS THE NATION

STATES

Kentucky District Avoids Takeover For Academic Bankruptcy

The Floyd County, Ky., school system has convinced the state board of education not to take it over on account of academic bankruptcy.

The board dropped plans to assume control of the district after hearing testimony from its new superintendent, school-board members, and parents about the progress being made, officials said.

The district, which state officials said had corrected 81 of 172 problem areas, volunteered to undergo a curriculum audit as part of a new pilot project of the education department. It also will be subject to continued close monitoring by state officials, said Gordon Nichols, an agency spokesman.

The state board voted in July to assume control of the financial affairs of neighboring Pike County, under a 1985 law authorizing state takeovers. Floyd County would have been the first to have the state assume control of all district operations because of its poor instructional programs.

■ **A massive solid-waste dump proposed to be built near Edgemont, S.D., could provide a financial windfall to local schools.**

The proposal faces opposition, however, from Gov. George Mickelson, who worries his state could become the nation's waste dump.

Hunter S. Swanson, a businessman from Golden, Colo., has promised to give Edgemont $1 for each ton of garbage buried in the landfill. The project, which would accept waste from cities across the nation, could hold up to a million tons of garbage..

Town officials would split the payments equally with the local school board. They have embraced the project, Mr. Swanson said.

DISTRICTS

New Haven To Suspend or Expel Students Engaging in Violent Crime

Students in New Haven, Conn., will be suspended or expelled if they commit a violent crime anywhere in the community, under a new policy set by Superintendent John Dow Jr.

Mr. Dow has ordered school principals to monitor police reports and suspend for 10 days any student accused of engaging in violent crime.

During the suspension period, school officials will investigate the incident to determine whether the student should be permanently expelled, according to Rosa Quezada, deputy superintendent.

Under the policy, officials will have the authority to suspend or expel students regardless of whether they are formally arrested, indicted, or convicted of a crime.

Ms. Quezada said the policy was issued in response to a shooting incident last month, in which a student was wounded by a bullet apparently aimed at an alleged student drug dealer.

The purported drug dealer was the first person suspended under the new directive. His assailant remains at large.

The superintendent said the new measure was necessary to "make sure schools were not a sanctuary" for violent criminals.

The policy could be challenged in court, however. Connecticut Civil Liberties Union officials have argued that it violates students'-constitutional right of due process.

Foundation Aids Philadelphia In High-School Restructuring

The Pew Charitable Trusts has awarded $447,000 to the School District of Philadelphia to help the district restructure its 21 comprehensive high schools.

Under the grant, the district will create an independent organization to begin planning the proposed restructuring. The new group, which is expected to consult with nationally known educators, will be headed by Janis Somerville, formerly the district's planning director.

Superintendent of Schools Constance E. Clayton announced last January that improvements in the high schools, which have been plagued with high dropout rates and low achievement levels, would be her top priority. At the time, she appointed task forces to consider such changes as smaller classes and instructional techniques that would help students and teachers work more closely together.

While the initial five-month grant will enable the district to plan its changes, Pew officials intend to continue their "long-term support" of the Philadelphia schools, according to a spokesman for the foundation.

Three AIDS Carriers Win $1.1-Million School Settlement

Three brothers who were denied access to their Florida school because of their exposure to the AIDS virus will receive nearly $100,000 each over 10 years, as part of a $1.1-million settlement with the school district.

Ricky, Robert, and Randy Ray, who were exposed to the virus during treatment for hemophilia, were refused admission to the Memorial Elementary School in Arcadia, Fla., in 1986 and 1987. In August 1987, the boys attended school under a federal court order, but the family fled to Sarasota after parents of other students staged a boycott and their house was burned by an unknown arsonist.

Under the terms of their agreement with the DeSoto County school district, the boys will each receive $820 a month for 10 years. The boys' parents each will receive at least $300 monthly for 30 years, and an immediate $50,000 cash payment. The settlement also includes attorneys' fees and court costs.

A lawyer for the Ray brothers described the settlement as the largest ever made for an AIDS civil-rights case.

DeKalb Teachers Reassigned To Balance Per-Pupil Spending

School officials in DeKalb County, Ga., have reassigned 42 teachers to predominantly black schools in an effort to clear the

Where There's Smoke, There's Teachers

For a group of teachers at the Lincoln (Neb.) High School, the start of school this fall brought a potentially unnerving austerity measure—a districtwide ban on the use of tobacco products in school buildings.

Fortunately for those who blanched at the thought of long, nicotineless work days, though, Jim Stork had spotted a small vacant apartment across the street from the school. For just $225 a month, the social-studies teacher was able to rent a place where devotees of *Nicotiana tabacum* could find mid-day refuge.

So far, more than a dozen other teachers and paraprofessionals have joined Mr. Stork in sharing the rent on his smokers' hideaway. In fact, he said, four of those in the group are nonsmokers, who have joined to protest the district ban.

But Mr. Stork conceded that the ban was probably imposed with good reason. While the teachers' lounge at his school was big enough to be divided into smoking and nonsmoking sides, he said, smaller schools in the district could not provide adequate space for smokers. "Perhaps because of that," Mr. Stork surmised, "the district opted to totally ban smoking."

Principal Sam Nelson has not opposed the hideaway, Mr. Stork said, adding that the principal "probably feels that as long as teachers continue to do their jobs well, it's not a problem."

The apartment never gets excessively thick with smoke, Mr. Stork reported, since only three or four people are there at any given time because of staggered lunch hours. And, it goes without saying, the windows are kept as wide open as possible. —J.W.

Peter Steiner

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1 in 9 Said To Use Private Coaching for S.A.T.

By Mark Walsh

Only one in nine high-school students uses outside coaching courses to prepare for the Scholastic Aptitude Test, but those who do so rate them as helpful in raising scores, according to a new survey by the College Board.

Most students use free or low-cost methods to prepare for the college-admissions test, the survey suggests, with an increasing number turning to special courses offered in their own high schools.

Almost half of the schools whose students participate in the test now offer some form of preparation course, the study found.

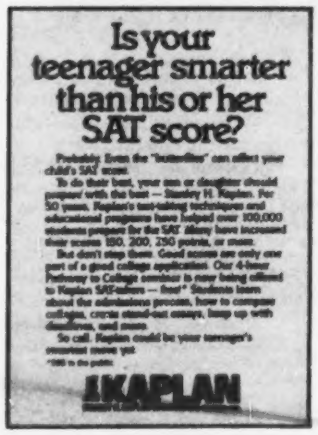
Though the College Board, which administers the S.A.T., has viewed the coaching enterprise with disfavor, the growing selectivity of top colleges and universities has persuaded increasing numbers of parents and students to spend hundred of dollars to boost scores through private tutoring or courses offered by such commercial concerns as the Princeton Review and Stanley H. Kaplan Educational Centers.

In its study, the College Board surveyed a representative sample of high schools offering the S.A.T. and students who had taken it. Among the findings were the following:

- Eleven percent of the students used test-preparation courses offered outside the school, spending a median of 21 hours on such activities. Fifteen percent attended a test-preparation program given in their schools.
- While 72 percent of students had read the College Board's free informational booklet, "Taking the S.A.T.," many also reported going beyond that. Forty-one percent said they had used commercial test-preparation books, and 16 percent said they had used computer-software coaching aids.
- Although the College Board does not recommend the coaching courses, most students who had used them said they believed the courses helped raise their scores on the tests of mathematics and verbal skills.

Fifty-one percent of those who took the outside courses said they helped "a lot" on the verbal portion of the test, while 30 percent said such courses helped at least some. Fifteen percent said they helped little and 4 percent were uncertain.

The students' ratings, the study points out, are based on personal impressions, and not on actual scores.



Is your teenager smarter than his or her SAT score?

KAPLAN

Students who use commercial firms say they are effective.

No other preparation method was rated as highly by students as the commercial coaching courses.

Familiarity or Higher Scores?

Among the high schools responding, 47 percent reported that they offered some form of S.A.T. preparation class. Half of the public schools and 38 percent of the private schools said they offered such classes. Most were offered as an extracurricular activity, although about 20 percent were provided for elective-course credit.

Most of the high-school programs were free; 24 percent charged fees ranging from $10 to $40.

The main objective of the high-school courses was to increase students' familiarity with the S.A.T., according to the study, but three out of four schools listed the improvement of scores as a primary objective.

Many schools had developed their own instructional materials; others relied on books, practice tests, and audiovisual materials from the College Board or other organizations.

The National Association of Secondary School Principals, for example, offers books and videotapes to schools. These are intended, an official said, to improve the cognitive skills emphasized in the test.

"We are not so bold as to say to the schools, 'Use this program and improve your S.A.T. scores,'" said Thomas Koerner, an editor with NASSP. "We're not teaching the test, we're teaching the skills."

However, a sales brochure for the materials is titled, "A Program to Improve S.A.T. Scores."

DATABANK

Average S.A.T. Scores by State, 1978 and 1983-1988

State	1978		1983		1984		1985		1986		1987		1988		% of Graduates Taking S.A.T.*
	V	M	V	M	V	M	V	M	V	M	V	M	V	M	
Alabama	438	469	466	508	467	503	481	513	476	514	478	515	480	520	9
Alaska	458	485	437	468	443	471	446	477	445	479	446	479	441	475	43
Arizona	492	529	465	505	469	509	473	512	466	509	463	505	455	500	22
Arkansas	483	514	482	518	482	521	481	517	482	519	480	521	479	516	7
California	427	466	421	474	421	476	424	480	423	481	424	482	424	484	44
Colorado	473	516	469	520	468	514	473	521	466	514	466	514	460	511	29
Connecticut	438	469	433	465	436	468	440	475	440	474	439	473	436	472	81
Delaware	436	477	433	467	433	469	444	474	442	475	440	470	433	466	62
Florida	428	461	423	464	423	467	421	463	426	469	423	470	422	468	49
Georgia	394	424	390	428	392	430	399	438	402	440	400	440	404	444	63
Hawaii	398	468	393	471	395	474	401	476	403	477	404	477	406	480	52
Idaho	488	521	479	513	480	512	472	510	475	512	473	502	467	501	16
Illinois	453	511	462	517	463	518	468	522	466	519	463	521	464	520	18
Indiana	413	457	410	454	410	454	415	460	415	459	415	459	412	458	55
Iowa	516	569	520	573	519	570	521	576	519	576	515	574	513	577	5
Kansas	503	550	498	540	502	549	504	550	498	544	498	547	494	541	10
Kentucky	473	510	475	513	479	518	491	529	483	519	479	519	475	515	10
Louisiana	464	501	469	502	472	508	473	503	474	507	473	509	476	513	10
Maine	429	467	427	464	429	463	432	466	434	466	433	465	430	466	59
Maryland	431	466	427	468	429	468	435	475	436	475	437	477	433	475	60
Massachusetts	430	465	427	463	429	467	434	472	436	473	435	474	432	474	73
Michigan	459	511	458	511	461	515	467	517	462	514	459	513	457	513	13
Minnesota	497	550	482	538	481	539	481	537	482	540	472	531	470	531	17
Mississippi	476	505	474	507	480	512	489	528	485	516	487	521	482	519	4
Missouri	465	506	466	510	469	512	475	518	476	510	474	518	471	519	14
Montana	493	549	480	535	490	544	492	547	485	541	479	530	471	529	20
Nebraska	484	538	494	546	493	548	497	549	493	549	488	545	487	545	10
Nevada	457	494	441	480	442	489	441	480	445	485	439	484	440	486	24
New Hampshire	446	486	444	481	448	483	450	489	450	485	450	488	446	487	66
New Jersey	419	451	418	455	418	458	425	464	424	465	425	467	424	469	69
New Mexico	485	524	484	519	487	527	484	521	489	527	484	525	478	524	12
New York	431	471	422	466	424	470	427	473	427	471	425	469	420	469	72
North Carolina	390	424	394	431	395	432	396	435	399	436	400	436	401	440	56
North Dakota	510	552	505	560	500	554	513	568	508	556	509	558	498	556	5
Ohio	459	504	458	504	460	508	460	504	460	503	455	499	452	499	23
Oklahoma	483	527	489	521	484	525	497	531	487	521	486	520	483	522	9
Oregon	437	469	432	469	435	472	444	484	444	486	444	484	441	482	50
Pennsylvania	427	467	425	461	425	462	428	465	429	465	428	463	424	462	63
Rhode Island	425	463	422	459	424	461	429	466	432	466	433	465	431	469	64
South Carolina	378	409	383	415	384	419	391	424	395	431	397	435	400	438	57
South Dakota	519	564	517	560	520	566	534	575	531	567	513	563	511	559	6
Tennessee	477	514	463	519	486	523	489	521	488	521	487	524	485	524	13
Texas	425	460	412	463	413	453	419	459	419	458	416	459	417	462	45
Utah	516	564	508	545	503	542	511	543	508	541	503	540	498	536	6
Vermont	434	473	434	472	437	470	441	478	442	474	440	474	437	472	64
Virginia	428	462	427	463	428	466	435	473	435	473	434	473	430	472	63
Washington	484	525	463	510	463	505	465	508	461	502	455	496	448	494	37
West Virginia	465	506	466	512	466	510	468	507	462	502	458	496	451	496	14
Wisconsin	479	540	473	533	475	532	477	534	478	536	475	534	473	534	14
Wyoming	498	542	492	530	489	545	495	539	484	534	483	533	474	527	12

V = Verbal M = Math

* Based on number of high-school graduates in 1988 as projected by the Western Interstate Commission for Higher Education, and number of students in the Class of 1988 who took the S.A.T.

SOURCE: The College Board

NEWS IN BRIEF

California Special-Ed. Bill Signed, but Others Vetoed

Gov. George Deukmejian of California has signed a bill that will reauthorize the state's special-education program, but he vetoed another that would have reauthorized five other categorical programs that have expired under the state's "sunset" law.

The Governor's signature on SB 2059 will restore the state's authority to regulate special-education programs between Jan. 1, 1989, and June 30, 1993. The regulations for the program expired this past summer.

Special education would also have been reauthorized under the vetoed bill, AB 1783, which sought to restore six of the programs that have expired, including gifted and talented education, the Miller-Unruh reading program for early elementary grades, school-improvement planning grants, economic impact aid, and Indian early-childhood education.

Governor Deukmejian and Republican legislative leaders have consistently opposed efforts to reauthorize the programs in a package, rather than singly. Lawmakers are expected to sustain the veto.

The Governor also signed bills that will require sex-education courses in the state to stress abstinence and provide tax credits to businesses offering child care to workers.

He vetoed bills that would have required the state to develop a high-school course on human relations and grant automatic cost-of-living increases to child-care programs.

■ **The West Virginia Board of Education has challenged the constitutionality of a new legislative oversight commission** that has the authority to review board policies and recommend whether lawmakers should reject them.

In papers filed with the state supreme court on Sept. 27, the board argued that the creation of the new panel violates the constitutional principle of separation of powers, said Carolyn Spangler, a spokesman for the education department.

The Legislative Oversight Commission on Education Accountability, which is composed of three senators, three delegates, and the leaders of both chambers, was authorized under a wide ranging school-reform bill passed by lawmakers last July. According to Ms. Spangler, board members "feel if the commission is allowed to stand, they would be powerless."

■ **New Jersey's highest court has been asked to assume immediate jurisdiction over a suit that seeks to strike down the state's school-finance system.**

"Schoolchildren must not be held as innocent pawns to a process that has gone on too long already," said Senator Matthew Feldman, chairman of the Senate Education Committee and the Joint Committee on the Public Schools. The joint panel sent a letter to the high court recently asking it to waive intermediate steps in the appeals process and review an administrative law judge's Aug. 25 ruling that the system fails to provide a "thorough and efficient" education to urban schoolchildren.

Marilyn J. Morheuser, the lawyer for the children who filed the suit, said she planned to file a similar motion with the high court last week.

N.Y. Plan Aims at Failing Schools

Continued from Page 12

does not have "a bottom line."

"It simply is not fair that, if a child lives in a certain neighborhood, they are required, according to compulsory-education laws, to attend a school that is not meeting their needs," he said.

'Bottom Line'

The deputy commissioner said that Mr. Sobol does not intend to force failing schools to close. But, under the proposed plan, if a sufficient number of parents exercise their right to move their children to another school, the unregistered school could be forced to close due to declining enrollment.

Mr. Meno said the proposals could be implemented by the state board without lawmakers' approval. But some legislators last week took issue with that position.

Jocelyn Dax, education adviser to the Assembly's education committee, said the legislature would take a close look at the proposal.

"We would be concerned about implementing any kind of voucher system," she said. "That strikes a red flag for us."

James Ruhl, an associate program secretary for the state Senate, added that even if the board did have the power to authorize the changes, funding would still have to be approved by the legislature.

The Board of Regents is scheduled to vote on the proposal in either December or January.

Proposed Children's 'Bill of Rights'

The following is the text of the proposed "Bill of Rights for Children: An Education Charter for the Decade of the Child," as drafted by Thomas Sobol, commissioner of education for New York State.

All children have the right to:

- A healthy, secure, nurturing infancy and early childhood;
- A free, sound, basic education;
- An education appropriate for his or her needs;
- An education which respects their culture, race, socioeconomic background, and the language of their home;
- Schools and educational programs which are effective;
- Educational programs which prepare them for jobs, for college, for family life, and for citizenship in a democracy;
- The resources needed to secure their educational rights;
- Pursue their education in school buildings which are clean, safe, and in good repair;
- Pursue their education without fear;
- An education which involves responsibilities as well as rights.

DATABANK

State Accountability Systems

In compiling its recently released report, "Creating Responsible and Responsive Accountability Systems," the U.S. Education Department found that the states vary widely in the types of performance data they collect and how they use the information. While in most states the state government has the primary responsibility for collecting and reporting such data, for example, in others, that is the responsibility of local school districts.

According to the report, only 23 states go beyond test scores to include such indicators as student and school characteristics in measuring school performance. Twenty-six states link the performance data to actions aimed at improving schools, such as rewards for high-performing schools and sanctions for those that perform poorly.

The following chart, based on a survey by the Council of Chief State School Officers, is, according to the former assistant secretary of education, Chester E. Finn Jr., an attempt to "name names" and illustrate for the first time the kind of accountability system each of the states uses.

	Is the system state, local, or mixed state and local?	Is there a comprehensive system of indicators?	What types of tests are used?	Does state publicly report data on schools, districts, the state?			Does state report comparisons or in a form that allows comparisons?	Are data reported in context of demographic factors?	Does performance trigger rewards, sanctions, or other consequences?
				Public Report					
State	Level	Indicator System	Test Type	School	District	State	Compare	Context	Policy Links
Alabama	state	no	both	yes	yes	yes	yes	no	no
Alaska	none	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Arizona	state	no	achievement	yes	yes	yes	yes	no	no
Arkansas	state	no	both	no	yes	yes	yes	yes	yes
California	mixed	yes	both	yes	yes	yes	yes	yes	yes
Colorado	mixed	yes	achievement	no	yes	yes	yes	yes	no
Connecticut	state	yes	achievement	no	yes	yes	yes	yes	yes
Delaware	state	no	achievement	yes	yes	yes	yes	no	no
District of Columbia	state[1]	no	both	yes	yes	yes[1]	yes	no	yes
Florida	state	yes	both	yes	yes	yes	yes	yes	yes
Georgia	state	no	both	yes	yes	yes	yes	yes	yes
Hawaii	state[1]	yes	both	yes	yes	yes[1]	yes	yes	yes
Idaho	state	no	achievement	no	no	no	no	no	no
Illinois	mixed	yes	achievement	yes	yes	yes	yes	no	yes
Indiana	state	yes	both	yes	yes	yes	yes	yes	yes
Iowa	none	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Kansas	state	yes	achievement	no	yes	yes	no	yes	no
Kentucky	state	yes	both	yes	yes	yes	yes	yes	yes
Louisiana	state	no	both	yes	yes	yes	yes	yes	yes
Maine	state	no	achievement	yes	yes	yes	yes	no	no
Maryland	state	no	both	yes	yes	yes	yes	no	no
Massachusetts	state	no	both	yes	yes	yes	yes	yes	yes
Michigan	state	no	achievement	yes	yes	yes	yes	no	yes
Minnesota	local	no	achievement	no	yes	yes	yes	no	yes
Mississippi	state	yes	both	yes	yes	yes	yes	yes	yes
Missouri	state	no	both	no[2]	yes	yes	no	no	no
Montana	none	no	achievement[3]	no	no	no	N/A	N/A	N/A
Nebraska	none	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Nevada	state	yes	both	no	yes	yes	yes	no	no
New Hampshire	state	no	achievement	no	no	no	yes	no	no
New Jersey	state	no	both	yes	yes	yes	yes	yes	yes
New Mexico	mixed	yes	both	no	no	yes	yes	yes	yes
New York	state	yes	both	yes	yes	yes	yes	no	yes
North Carolina	state	no	both	yes	yes	yes	yes	yes	yes
North Dakota	none	no	achievement[3]	no[2]	no[2]	yes	yes	no	no
Ohio	mixed	yes	both	yes	yes	yes	no	no	no
Oklahoma	state	no	achievement	no	yes	yes	yes	no	yes
Oregon	mixed	yes	both	no	no	yes	no	no	no
Pennsylvania	state	yes	both	yes	yes	yes	yes	yes	yes
Rhode Island	state	yes	achievement	yes	yes	yes	yes	no	no
South Carolina	state	yes	both	yes	yes	yes	yes	yes	yes
South Dakota	state	no	achievement	no	no	no	no	no	no
Tennessee	state	no	both	no	yes	yes	yes	no	no
Texas	state	yes	both	yes	yes	yes	yes	yes	yes
Utah	mixed	yes	both	no	no	yes	yes	yes	no
Vermont	local	yes	competency	no	no	N/A	N/A	no	no
Virginia	state	no	both	no	yes	yes	yes	no	yes
Washington	state	yes	achievement	no	yes	yes	yes	yes	yes
West Virginia	mixed	yes	both	no	yes	yes	yes	no	no
Wisconsin	mixed	no	both	no	no	yes	no	no	no
Wyoming	state	no	achievement	no	no	yes	no	no	no
Totals:	S=35 L=2 M=9 none=5	yes=23 no=25 N/A=3	A=18 C=1 both=29 N/A	yes=25 no=23 N/A=3	yes=37 no=11 N/A=3	yes=43 no=4 N/A=4	yes=38 no=8 N/A=5	yes=21 no=26 N/A=4	yes=25 no=22 N/A=4

SOURCE: Council of Chief State School Officers 1987 Survey and related state documents.

[1] The District of Columbia and Hawaii each operate a single system in which the state and the district are the same.

[2] Missouri and North Dakota send school-level (plus North Dakota district-level) data to parents but not to the press.

[3] Montana and North Dakota offer local districts the option of using a state achievement test.

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Child-Care Bill, Parental Leave Die in Congress

Education's Disunity Surfaced in Struggle

By Deborah L. Gold

WASHINGTON—Derailed by competing interest groups and pre-election political maneuvering, legislation granting federal subsidies for child care and mandating unpaid leave for parents to care for children died this month in the 100th Congress.

NEWS ANALYSIS

A bill merging the "parental and medical leave act" and the "act for better child-care services" fell when Senate proponents were unable to garner the 60 votes needed to pass a procedural measure closing debate. The failure effectively thwarted consideration of the bill in either chamber this session.

The 50-to-46 Senate vote was split largely along party lines, although five Republicans supported the measure and eight Democrats opposed it.

The defeat quashed Democratic leaders' hopes of advancing a "pro-family" agenda in this Congress addressing the child-care needs of single and working parents.

Observers last week attributed the outcome to an interplay of partisan politics, procedural tactics, business opposition to the parental-leave bill, and unresolved questions about church-state separation and other sticking points in the child-care measure.

Both bills faced substantial resistance from different segments of the education

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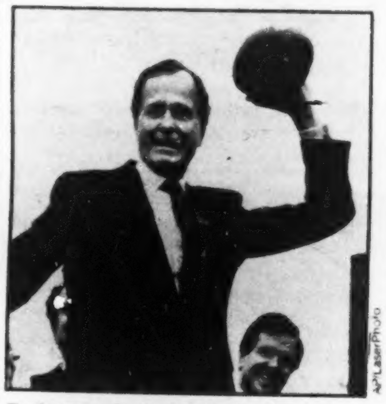
Bush: Capturing the 'Education' Moment?


AP/LaserPhoto

Bush tosses football to high-school player during recent stop in York, Pa.

From Limited Record to Full-Throttle Campaign

By Reagan Walker

Election '88

Standing before an audience of high-school students in New Hampshire early this year, George Bush made a proclamation that would become a hallmark of his campaign for the White House: "I want to be the education President."

"I want to lead a renaissance of quality in our schools," he said.

"I can say unequivocally that I will not support any further cuts in total federal funding for education," the Vice President continued. "We can spend more wisely, but we must not spend less."

The surprising remarks, coming early in the primaries when the candidate was deeply embroiled in other issues, created little stir. But they can be viewed in retrospect as the opening wedge in an all-out Republican effort to pry the education issue from Democrats' grasp.

Some who are close to the Vice President contend that the "education President" line "came from the heart." The evidence on the candidate's public record, however, offers little clear indication that that is the case.

But Republican operatives and politi-

Continued on Page 10

Lottery Misconceptions Making Long Odds on School Tax Votes

By Nancy Mathis

"Wasn't the lottery supposed to take care of this?"

The question, recently put to a Florida school official trying to drum up support for a local tax levy, is one that has educators in a number of states scrambling to fight the public's impression that they are sitting on a jackpot of lottery cash.

So worried are some school districts and state education agencies that they are waging their own public-relations campaigns to counter misconceptions about how much they receive from lottery proceeds and where the money goes.

Nine of the 28 states with legal lotteries designate public schools as the beneficiaries of lottery profits. But school officials contend that their cut has been far from the financial bonanza that was promised.

Voters, apparently convinced that school coffers are flush with ticket proceeds, are rejecting bond issues and operating levies for schools.

And that public misunderstanding continues to be fed, educators contend, by the day-in and day-out lottery promotions touting million-dollar jackpots.

Continued on Page 20

California Lottery
LOTTO
TRIPLEX
4.99
The New York Times

California officials dropped 'Schools Win, Too' slogan after complaints.

Schools' Radon Hard To Gauge, Analysis Finds

By Ellen Flax

WASHINGTON—It may be more difficult to accurately determine the level of potentially harmful radon gas in a school than in a home, a new and unpublicized report by the Environmental Protection Agency suggests.

Findings from the report, which includes testing data from five Fairfax County, Va., schools, indicate that the methods commonly used to test homes for radon may not yield accurate readings for schools.

The study found that, unlike homes, rooms on the same level of a school building may contain significantly different amounts of radon. It also found that concentrations of the gas were lower during classroom hours than on weekends, when many schools do their testing.

In addition, the study concluded that an inexpensive short-term test commonly used

Continued on Page 25

Students as Consumers: Advertisers Postering Schoolhouse 'Walls'

By Mark Walsh

Little by little, the images of national advertising, from toothpaste to cosmetics to candy bars, are establishing a beachhead on high-school and elementary-school campuses.

National advertisers are discovering there a "captive audience" of young but sophisticated consumers—pre-teenagers and teenagers who not only have large amounts of discretionary income to spend on themselves, but who also exert great influence on family purchases and are establishing buying patterns that may last well into adulthood.

The new vehicles being devised by advertisers and marketers to reach this huge market augment their traditional avenues of teen magazines and television by creating a presence in the schools themselves.

Most prominent among the new approaches is the wall poster, or "wall media," as advertisers say. Three companies are now involved in placing wall media in secondary and elementary schools.

The pioneer in the field is a Knoxville, Tenn., firm called Whittle Communications, which perfected the "wall magazine" at college campuses, doctors' offices, pet stores, and other locations where a segmented audience could be the target for a billboard featuring short, inviting stories and graphics—and, of course, advertisements. They began appearing in high schools in 1984 and in elementary schools last year.

Beginning this school year, two new companies have challenged Whittle with similar wall media for high schools.

But Whittle remains the leader in the field, with its "Connections" posters appearing in 5,000 high schools and "The Big Picture" in 4,000 elementary schools, said David Jarrard, a company spokesman.

New "Connections" posters are sent out every two weeks, with editorial material on top-

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Also in the news

A 'Failure' in Biology
A distinguished panel sees need for total revamping of high-school coursework.
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Little Rock Tries Again
Neighborhood schools replace 'choice' in its new desegregation plan.
5

'Kentucky Kare' Flops
The self-insurance plan draws teachers' fire for high out-of-pocket costs.
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Perpich: Man and Plan
The Minnesota governor is taking his distinctive reform agenda on the road.
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IN SUMMARY

Middle-Grade Dropouts
Efforts to reduce the dropout rate should focus more on students in the middle grades and should emphasize school based reforms that enhance achievement, a new report argues. **Page 7.**

Suicide-Prevention Critique
The proliferation of school suicide-prevention programs may be doing more harm than good to mentally troubled students, an expert on youth-suicide trends told a recent conference. **Page 9.**

Buckeye Schools' Money Woes
Small increases in state aid and voter resistance to property-tax levies have forced a record number of Ohio communities to seek emergency state aid to keep their schools open. **Page 12.**

States on the Edge
Although state governments are managing to hold their own financially, sudden shifts in the economy or federal policy could endanger many of them, a new study concludes. **Page 12.**

Arkansas Reform Agenda
Gov. Bill Clinton has outlined an ambitious program for his state's schools, including higher pay for teachers, experiments in "restructuring," and parental choice in school selection. **Page 15.**

Civil-Rights Bellwether
The Supreme Court heard arguments last week on a case that could lead to the overturning of a major 1976 decision barring private schools from denying admission to minorities. **Page 21.**

Hill Anti-Drug Marathon
Members of the Congress put off their scheduled adjournment to work on omnibus anti-drug legislation that, among other things, could deny student benefits to convicted drug offenders. **Page 23.**

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ACROSS THE NATION

NATIONAL

Caucus Calls for Federal Efforts To Combat Illiteracy in Sunbelt

The federal government should step in to coordinate local programs aimed at fostering literacy in the South, a new Congressional study argues.

The report, titled "Meeting the Economic Challenge of the 1990s: Workforce Literacy in the South," was prepared for the Congressional Sunbelt Caucus, a bipartisan group of members from 16 Southern states.

The report recommends that the government play an oversight role in efforts to improve the quality and accountability of "fragmented" state and private-sector literacy efforts, according to Rachel Perry, a spokesman for Representative David E. Price.

Representative Price, a Democrat from North Carolina, heads the caucus's Literacy Task Force.

The caucus contends that "the South is still the least educated region in the country" and is losing ground in the struggle to train workers for an increasingly technical job market, said Ms. Perry.

■ **A new national resource center will focus on the problems faced by "latch-key" children.**

The center, launched last week, is sponsored by the American Home Economics Association and the Whirlpool Foundation.

The resource center will be operated by "Project Home Safe," a $1.1-million program established last year by Whirlpool and A.H.E.A. to encourage research on children who return home from school while their parents are still at work.

The resource center includes a library and a computerized data base of research studies, model programs, legislation, and other information about school-age child care. The center has a toll-free telephone number: 1-800-252-SAFE.

STATES

Ohio Considers Mandatory Notice Of Students' Criminal Backgrounds

In the wake of the stabbing death of a teenage girl, youth-services officials in Ohio are considering requiring that schools be notified of a student's criminal background.

Last month, a 16-year-old high-school student from Northfield was charged with the murder of 13-year-old Lori Ewald. Officials at Nordonia High School said they were shocked to learn from news reports on the case that the student had a past record of kidnapping, rape, and assault. They had not, they said, been informed of his record through official channels.

As in many other states, Ohio's current policy allows youth counselors to decide whether schools should be made aware of a student's criminal record, according to Carol Rapp, a spokesman for the Ohio Department of Youth Services.

In this case, the boy had a good school record, Ms. Rapp said. As a result, the counselor chose not to notify school officials of his criminal record, for fear the boy would be "stigmatized," she explained.

After Nordonia officials strenuously protested that decision, the department decided to review the policy, she said. It could be altered within the next two months.

Corporal Punishment Allowed In Church Day-Care Centers

Noting that spanking is sometimes mandated by the Bible, a North Carolina administrative hearing officer has recommended that church day-care centers be allowed to set their own policies on corporal punishment.

John DeLuca, a hearing officer for the human-resources department, said in a ruling for the North Carolina Day Care Commission that a regulation prohibiting church day-care employees from spanking children constitutes state interference in religion. The regulation should be dropped, he said in a nonbinding recommendation.

The commission, which regulates the 2,500 day-care centers in the state, threatened in November 1985 to close church day-care centers if they spanked children.

Thirteen churches in 10 towns refused to stop the practice of corporal punishment, but continued to operate after the commission agreed to seek a legal opinion.

The commission is expected to act on the recommendation next month. Several of the churches have said they would appeal to the courts if the commission's ruling goes against them.

■ **The North Carolina Board of Education plans to review the state's in-school suspension program** in response to a report that says the program does little to reduce school-dropout rates.

The board ordered the review after a study of eight schools using in-school suspensions found a wide variation in the way the system is operated. Most of those running the programs had no formal training in counseling, according to the report.

The state spends $27 million a year on dropout prevention, about half of which supports suspension programs that allow student violators to remain in school but keep them apart from other students.

■ **Nearly three-quarters of Wisconsin residents believe that parents should have the right to choose a school or district for their children,** a new poll indicates.

But only one-fourth of those surveyed by the Wisconsin Policy Research Institute believe that right should be extended to the selection of specific teachers.

The repondents were more evenly divided on the question of using public monies to fund private education, with 45 percent in favor and 47 percent opposed.

John A. Gibson, Jr./The Star Ledger

A SPECIAL HEAD START: Gov. Thomas H. Kean of New Jersey (center) and Mary Smith (left), an official with the New Community Corporation, help some healthy youngsters broke ground last week for the nation's first day-care facility for AIDS-infected children, which will be built by the N.C.C. in Newark.

DATABANK

Public-School Teachers and Student-Teacher Ratio by State: 1987

	Instructional Staff								Support Staff						
	Teachers						Instructional aides		Guidance		Other				
State	Number	Percent	Pre-K	K	1 - 12	Ungraded	Number	Percent	Number	Percent	Number	Percent	Total staff	Student-teacher ratio	Total membership
Alabama	37,716	53.4	—	2,682	35,034	—	3,677	5.2	1,023	1.4	28,239	40.0	70,655	19.3	729,234
Alaska	6,113	83.9	29	280	5,712	112	277	3.8	112	1.5	783	10.7	7,285	17.3	105,678
Arizona	30,707	52.0	0	1,020	29,687	0	4,564	7.7	739	1.3	23,085	39.1	59,095	18.6	572,421
Arkansas	25,572	53.6	—	1,647	22,607	1,318	2,587	5.4	976	2.0	18,606	39.0	47,741	17.1	437,036
California	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Colorado	31,168	52.6	58	1,177	29,933	—	4,052	6.8	990	1.7	23,053	38.9	59,263	18.0	560,236
Connecticut	35,050	87.2	184	1,043	28,047	5,776	—	—	2,065	5.1	3,109	7.7	40,214	13.3	465,465
Delaware	5,951	55.2	35	197	5,719	0	718	6.7	174	1.6	3,947	36.6	10,790	16.1	95,659
District of Columbia	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Florida	95,857	51.9	175	5,579	73,452	16,651	17,564	9.5	4,020	2.2	67,167	36.4	184,608	17.4	1,664,774
Georgia	62,280	52.2	—	4,102	51,152	7,028	11,898	10.0	1,319	1.1	43,823	36.7	119,320	17.8	1,110,947
Hawaii	7,684	42.6	—	—	7,510	174	1,339	7.4	441	2.4	8,572	47.5	18,036	21.6	166,160
Idaho	10,258	63.3	0	415	9,736	107	923	5.7	244	1.5	4,780	29.5	16,205	20.7	212,444
Illinois	105,217	56.4	397	3,535	85,010	16,275	11,555	6.2	2,686	1.4	67,137	36.0	186,595	17.2	1,811,446
Indiana	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Iowa	30,873	54.5	127	1,348	28,459	939	3,050	5.4	928	1.6	21,819	38.5	56,670	15.6	480,826
Kansas	27,317	57.4	53	931	23,525	2,808	2,523	5.3	998	2.1	16,733	35.2	47,569	15.4	421,112
Kentucky	35,239	50.9	—	1,116	34,123	—	5,182	7.5	915	1.3	27,856	40.3	69,192	18.2	642,696
Louisiana	42,920	48.3	147	2,711	33,269	6,793	7,477	8.4	796	0.9	37,601	42.3	88,794	18.5	793,093
Maine	14,204	58.2	—	—	14,204	—	2,683	11.0	441	1.8	7,082	29.0	24,410	14.9	211,817
Maryland	40,093	54.4	225	1,304	38,564	—	5,316	7.2	1,403	1.9	26,905	36.5	73,717	17.1	683,797
Massachusetts	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Michigan	80,061	47.1	364	3,241	60,125	16,351	12,457	7.3	3,676	2.2	73,820	43.4	170,034	20.1	1,606,344
Minnesota	42,132	56.9	29	1,420	40,683	0	6,389	8.6	855	1.2	24,651	33.3	74,027	17.1	721,481
Mississippi[1]	—	—	—	—	—	—	—	—	—	—	—	—	—	—	493,902
Missouri	49,632	51.3	247	1,893	46,614	878	3,540	3.7	1,902	2.0	41,662	43.1	96,736	16.2	802,060
Montana	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Nebraska	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Nevada	8,348	85.7	0	341	8,007	—	—	—	290	3.0	1,098	11.3	9,736	20.2	168,353
New Hampshire	10,363	55.6	—	196	10,167	—	1,501	8.1	481	2.6	6,290	33.8	18,635	15.8	163,319
New Jersey	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
New Mexico	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
New York	170,236	52.0	1,156	6,426	138,245	24,409	23,825	7.3	5,028	1.5	128,339	39.2	327,428	15.2	2,594,070
North Carolina	59,771	52.3	53	—	51,497	8,221	17,002	14.9	1,982	1.7	35,488	31.1	114,243	18.2	1,086,978
North Dakota	7,632	56.4	56	285	7,291	0	899	6.6	184	1.2	4,836	35.7	13,533	15.6	119,004
Ohio	99,641	53.9	—	3,112	96,529	—	7,721	4.2	2,920	1.6	74,533	40.3	184,815	18.0	1,793,411
Oklahoma	34,515	54.1	46	1,129	29,766	3,574	3,750	5.9	1,026	1.6	24,531	38.4	63,822	16.9	584,212
Oregon	24,911	52.8	48	784	23,290	789	3,995	8.5	1,064	2.3	17,241	36.5	47,211	18.3	455,895
Pennsylvania	103,307	51.9	—	2,505	89,637	11,165	12,008	6.0	3,169	1.6	80,523	40.5	199,007	16.2	1,668,542
Rhode Island	8,934	61.3	—	248	7,487	1,199	901	6.2	328	2.3	4,406	30.2	14,569	15.0	134,061
South Carolina	35,701	57.1	335	1,016	34,350	—	5,652	9.0	1,170	1.9	20,034	32.0	62,557	17.2	614,921
South Dakota	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Tennessee	42,082	50.5	0	0	42,082	0	7,401	8.9	1,031	1.2	32,742	39.3	83,256	19.6	823,783
Texas	187,159	49.6	2,763	10,171	170,083	4,122	27,945	7.4	5,334	1.4	156,802	41.6	377,240	17.3	3,236,787
Utah	17,124	53.1	0	742	14,425	1,957	2,561	7.9	412	1.3	12,167	37.7	32,264	24.7	423,386
Vermont	6,938	54.4	—	309	5,811	818	1,279	10.0	274	2.1	4,264	33.4	12,755	13.4	92,755
Virginia	59,928	52.4	82	2,936	56,426	484	8,405	7.3	2,080	1.8	44,026	38.5	114,439	16.3	979,417
Washington	38,344	56.1	—	—	34,682	3,662	5,120	7.5	1,240	1.8	23,701	34.6	68,405	20.2	775,755
West Virginia	22,702	54.8	18	868	18,055	3,761	2,868	7.0	558	1.3	15,267	36.9	41,415	15.2	344,236
Wisconsin	47,721	59.4	316	1,747	43,135	2,523	5,812	7.2	1,457	1.8	25,350	31.6	80,340	16.2	772,363
Wyoming	6,798	50.8	0	239	5,679	880	1,266	9.5	170	1.3	5,139	38.4	13,373	14.5	98,455
50 States and D.C.	2,273,649	53.0	—	—	2,010,301	—	336,680	7.8	70,598	1.6	1,604,596	37.4	4,287,522	17.6	39,837,567

Dashes indicate data is not available.

[1] Mississippi did not report staff data.

Note: Data reported are as of May 16,1988. National totals are imputed using the previous year's data.

SOURCE: National Center for Education Statistics

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Advocates for Homeless Criticize Education Plan by Georgia Board

A proposal being considered by the Georgia Board of Education as a way of ensuring that homeless children receive an education "comparable" to that provided to other children could lead to discrimination against those it is intended to protect, advocates for the homeless have charged.

At a public hearing in Atlanta this month, several advocates harshly criticized the board's recommendation that local boards be allowed to develop their own policies regarding the enrollment of the homeless.

Under the proposal, the state superintendent of schools would be authorized to resolve disputes over such policies.

According to state officials who attended the hearing, the plan's critics argued that granting such authority to local boards would result in inconsistent policies across the state. The critics contended that it would be more appropriate for the state board to issue a single, statewide mandate.

Several opponents said that homeless students often suffer discrimination as a result of policies implemented with helpful intentions that effectively label such children as different.

The education department plans to hold several more hearings on the proposal before it is submitted to the state board of education for approval.

—P.W.

In New Mexico, Unified Front

New Mexico education groups that have not always seen eye to eye are uniting to lobby the legislature on education issues.

The Alliance for Education says that public schools in the state are "in crisis," and that the legislature must increase school funding. The alliance is made up of organizations representing school administrators, classroom teachers and teachers' unions, and elementary and secondary principals.

Its aim is to present "a unified front" before the legislature, the governor, and the state board of education, said its chairman, Mike Kakuska, principal of Los Lunas High School.

—M.W.

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EDUCATION WEEK

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Vermont Plans To Pioneer With 'Work Portfolios'

Assessment To Include 'Best' Pupil Materials

By Robert Rothman

Vermont would become the first state in the nation to assess student performance on the basis of work portfolios, as well as test scores, under a proposal unveiled last week by the state's commissioner of education.

The proposal, which could go into effect by 1991 if it is approved by the state board of education, represents what one expert calls "a new phase" in student assessment.

While some states—notably California and Connecticut—and several districts have experimented with similar types of assessment, the Vermont proposal is "forging into new territory," according to Chris Pipho, director of the information clearinghouse at the Education Commission of the States.

The proposal is aimed, according to Vermont's commissioner, Richard P. Mills, at providing a "rich picture of how students are doing."

"This is not a golf game," said Mr. Mills, who took office last spring after serving as education aide to Gov. Thomas H. Kean of New Jersey. "We can't reduce performance to a single numerical score."

The plan would also enhance teacher professionalism by enabling classroom teachers to get involved in developing and scoring the assessment, Mr. Mills added.

And, he said, the use of classroom products as part of the assessment would more closely link the assessment program to

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Dukakis: In the Trenches in the Statehouse

AP/LaserPhoto

Dukakis discusses anti-drug efforts with young people in Beverly, Mass.

Issues Forged an Education Ally, Friends Say

By Julie A. Miller

When he took over the Governor's chair in 1975, Michael S. Dukakis discovered that there was something terribly wrong in Massachusetts.

The state's budget deficit—already substantial by official estimates—turned out to be hundreds of millions of dollars larger than most people had realized.

Mr. Dukakis had vowed during the campaign that he would not raise taxes. In an attempt to keep that promise and meet his legal mandate for a balanced budget, he slashed deeply into spending for social-service programs, enraging his liberal supporters, and ultimately supported a tax increase.

In the midst of the budget crisis, however, spending for precollegiate education was left relatively unscathed.

Election '88

To many educators, that crisis—with its parallels to the formidable fiscal problems the new President will face next year—says a lot about how Mr. Dukakis would act if he emerges the victor in next month's election.

"He tried to be as protective as possible of education," says Gregory Anrig, presi-

Continued on Page 6

The Politics of Problem-Solving: Schools Up on Mayors' Agenda

By William Snider

A growing number of urban school districts are hearing from a new player in the education-reform arena: their mayors.

Long constricted by traditional "turf" demarcations, mayors from Boston to Los Angeles are breaking with the past to find the points at which the school board's problems and city government's converge.

Like governors before them, they are forming task forces, launching initiatives, and examining alternatives.

And, like governors, they are finding that at a time when negative economic and social forces darken their jurisdictions' future, school improvement is not only good policy but good politics.

"Mayors are beginning to realize that if they don't fix up their school systems, they're in terrible trouble," said Denis Doyle, a senior fellow at the Hudson Institute. The trend toward greater school involvement, he said, was "entirely predictable."

It will also become more visible this week, when the U.S. Conference of Mayors is scheduled to release a report on the status of children and children's issues in 52 cities.

Continued on Page 19

Steve Groer/Rocky Mtn. News

Denver's Superintendent Richard Koeppe (left) and Mayor Federico Peña at recent press conference.

Learning About Life: New Focus on Service as a Teaching Tool

Peer tutor at work in San Antonio's "Valued Youth Partnership Program."

By Lisa Jennings

Three years ago, Pedro P. Reyes was a member of a tough Los Angeles street gang.

He had no plans of finishing high school, much less of going on to college, and he spent his free time "gang banging"—his term for dumping trash cans and vandalizing the city.

Today, Pedro is finishing up his senior year at Belmont High School in Los Angeles with high grades and plans for college study in psychology.

Described by school officials as a "model citizen," Pedro Reyes has been nominated for the first national Youth Volunteer Philanthropy Award for work he performed as part of a districtwide program that draws students into community service.

Operating in 22 Los Angeles high schools, the Youth Leadership Program is part of a growing national movement toward school-based community-service projects.

It is an idea many say may offer not only benefits to participants and their communities, but also solutions to some of the social ills that plague too many public schools.

Last month, Vice President George Bush, the Republican Presidential nominee, capped a year of increased political empha-

Continued on Page 17

After Three Years, Ruling on Chapter 1 Still Making Waves

By Kirsten Goldberg

This month, the Winston-Salem/Forsyth County, N.C., public schools started lending portable computers to 75 students in two Roman Catholic schools and a Seventh-Day Adventist school.

The computers will "deliver" the federally mandated remedial instruction the students are entitled to—without a public-school teacher setting foot near a parochial-school building.

"It's an easier program for us to manage, it costs about the same, and there's no question about separation of church and state," said Robert R. Severs, director of funding and development for the school district.

It has been more than three years since the U.S. Supreme Court barred the use of federal funds to support Chapter 1 teachers in religiously affiliated schools. But public-school administrators are still searching for

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Also in the news

Below-the-Belt Tactics?
The ethics of private-school recruitment practices come under scrutiny in New York.
5

A Millionaire's 'Mission'
Eugene M. Lang talks about his quest to make going to college "an entitlement."
9

Tax Hikes for Schools
In Kentucky, a judge says they are needed; in Colorado, a new law raises obstacles.
10

N.D.N. Row Continues
The funds denial for a Holocaust curriculum brings new charges of bias.
13

IN SUMMARY

Chavez Out at U.S. English
Linda Chavez's decision to quit as president of U.S. English, blaming another official's "repugnant" views, could weaken the group's efforts to make English the official language. **Page 4.**

Cloudy Skies for Solar School
A Reston, Va., elementary school that installed the "Cadillac" of solar-powered heating and cooling systems a decade ago has abandoned it because of costly maintenance problems. **Page 5.**

School Goals for Dixie
Warning of "an unacceptable future," the Southern Regional Education Board has laid out a series of educational-improvement goals for its 15 member states to reach by the year 2000. **Page 11.**

Holocaust-Education Dispute
An Education Department official last week denied charges that she had manipulated the grant-review process in order to block funding for a controversial curriculum on the Holocaust. **Page 13.**

Anti-Drug, Tax Bills
In its final hours, the 100th Congress was set to approve omnibus anti-drug legislation and a bill granting tax relief to teachers, administrators, and the parents of future college students. **Page 13.**

PUSH Pays Up
PUSH-EXCEL, the educational-motivation program founded by the Rev. Jesse L. Jackson, has agreed to pay the federal government $550,000 for improper use of grant and contract funds. **Page 14.**

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ACROSS THE NATION

STATES

Foundation Grant Boosts Global Education in Arkansas

As part of a nationwide effort to strengthen arts and humanities instruction, the Rockefeller Foundation has awarded $450,000 to improve the way Arkansas schools teach about the literature, art, history, and culture of other countries.

Under the project, announced last week by Gov. Bill Clinton, the Arkansas International Center of the University of Arkansas at Little Rock will train interdisciplinary teams of teachers from eight districts, who will create model "global education" curricula.

The center has trained more than 1,000 teachers since 1984, when the state mandated that schools provide global education. The new grant will enable teachers from across the state—including those in remote rural areas—to "do innovative work" in the field, said Susan Wilkes, the center's executive director.

"The goal is to develop models for an approach to global education that would be available to every schoolchild in Arkansas," she said.

The project is funded by the foundation's Collaboratives for Humanities and Arts Teaching project, a network of programs in nine urban districts and the rural areas of both Arkansas and South Carolina.

■ **A group of private day-care center operators has lost a round in its legal effort to block the proposed expansion of Florida's state-run pre-kindergarten program.**

Education Commissioner Betty Castor has pushed the program as an answer to the state's high dropout rate.

Under Ms. Castor's plan, a pre-kindergarten program that was tested in a few counties last year would be expanded to cover the whole state, and funding would be increased from $1.7 million to $23 million.

Legislation to expand the project was defeated in the last moments of this year's legislative session. However, lawmakers did set aside $23 million for it.

The Florida Association of Child Care Management has sought to block that funding in court, arguing that there was no specific legislative authority for the proposal, according to an attorney for the state board of education. A Leon County Circuit Court judge rejected the private group's argument this month.

■ **Poor families in Washington State often cannot provide enough food for their young children,** a survey by the Governor's Task Force on Hunger has found.

More than 20 percent of the 789 low-income families with one or more children under age 12 surveyed said they did not have enough money to feed their children adequately. Approximately 40 percent of the lower-income families with young children in Seattle and the Yakima/Wapato area said hunger was a problem in their household.

Hungry children are more likely to have health problems and miss school more often, the study noted.

The study was conducted with the aid of the Food Research and Action Center, which is based in Washington, D.C. FRAC officials said they planned to help local groups in seven states carry out similar surveys in the next year.

DISTRICTS

Tennessee Districts Shift Policies On 'Release Time' for Bible Classes

Two Tennessee school districts are in the process of modifying their policies allowing children to leave classes to attend Bible lessons, in the wake of recent legal settlements involving similar policies in two other districts.

Johnson and Union counties have had "release time" policies allowing children to leave classes to attend Bible programs held on school grounds.

But in the past year, parents in two other counties, Carter and Claiborne, have brought federal suits against the school districts and a fundamentalist Christian organisation, contending that such classes are unconstitutional. As a result, the school districts and C.B.M. Ministries of Gatlinburg agreed to end the Bible classes.

The Johnson school board is considering a revision of its release-time policy that would allow students, with parental permission, to leave the school grounds to attend Bible classes held during school hours. The Union school board recently adopted a similar policy on a trial basis.

■ **Teachers in Eugene, Ore., who participate in team efforts to improve educational quality would receive an additional $1,000** in the second year of a new two-year contract tentatively worked out by union leaders and administrators.

The novel "incentive" provision is part of an agreement that would provide pay increases of 4.55 percent and 5 percent over the two-year period. It also would supply

Lepidopteral Liberation

Peter Steiner

Thanks to the efforts of a Vermont kindergarten class, a monarch butterfly recently completed its autumnal migration to Florida in first-class style—nestled in a flower-filled box aboard a Continental Airlines jet.

Tina Ryan and her students at the Rutland Town (Vt.) School had spent the first few weeks of the school year watching with fascination and growing affection as their pet moved through its life-cycle from caterpillar to chrysalis to orange and black butterfly.

Unfortunately, by the time the process was completed it was far too cold for the winged beauty to undertake a long and hazardous journey to a warmer climate.

A science teacher at the school suggested that Ms. Ryan try the airlines. Most of those she contacted—including Continental at first—thought her request was only a silly prank, she recalled.

But the prospect of an inexpensive public-relations gesture eventually won over the Continental representatives, who offered to fly the butterfly to Fort Myers for free.

"We would have liked to have flown the butterfly to Melbourne, Fla., or to California, where we have heard there are a lot of monarchs," said Ms. Ryan. But airline officials were not sure the delicate insect could survive a transfer or a lengthy flight to the West Coast.

On the day of the flight, Ms. Ryan delivered the monarch—accompanied by another pet butterfly owned by a Rutland resident—to the airplane's crew, along with specific instructions on how to set the butterflies free upon their arrival.

The children learned a "great deal about the preservation and delicacy of nature," said the teacher, noting that their efforts will enable the butterfly to return north next spring—under its own wing power—to lay eggs.

If the kindergartners had harbored any doubts about their pet's chances of survival, Ms. Ryan said, they were put to rest when the class received photographs taken by a camera crew that greeted the butterfly at its destination. —J.W.

each teacher with $100 annually for professional activities and supplies, and two additional paid days for professional development. The result of extensive informal discussions between the National Education Association local and administrators, the proposal is being praised by both sides as a dramatic advance toward nonadversarial bargaining.

Under the new system, joint teams will also continue to discuss such issues as benefits and teacher workload and work environment, according to district officials.

The 17,600-student district in 1987 experienced the longest teacher strike in Oregon history.

■ **The black basketball coach of Banks High School in Birmingham, Ala., has regained his job after a federal judge ruled he was removed for racial reasons.**

U.S. District Judge U.W. Clemon rejected arguments by the Birmingham Board of Education that Clarence Jackson was removed for poor performance. The Banks High School team won only two of 40 games under Mr. Jackson's leadership.

The school's principal implemented a "scheme designed to frustrate Jackson's success as a coach of the varsity team," Judge Clemons wrote.

The Birmingham board does not plan to appeal the decision, according to Superintendent Cleveland Hammonds Jr.

■ **Over the objections of teachers and principals, the school board of the Choctaw-Nicoma Park (Okla.) School District has voted to abolish corporal punishment.**

The district's policy is the first of its kind in the state, according to Oklahomans Opposed to Corporal Punishment.

Dale Stearns, the district superintendent, said local educators were virtually unanimous in opposition to the ban. Nevertheless, he said, the board voted 4-1 for the prohibition after one of its members, a physician, described the physical and emotional effects of corporal punishment.

■ **Twenty Oklahoma school districts have dropped an inexpensive health-insurance program after learning from state officials that the firm offering it may have misrepresented itself.**

Mary Clark, an aide to state Insurance Commissioner Gerald Grimes, said the firm, America's International Reinsurance Company, Ltd., was not licensed to do business in Oklahoma. It also falsely claimed that it had the backing of two Texas insurance companies, she said.

Ms. Clark said AIRCO offered school districts health-insurance coverage for $60 a month for each employee.

All premiums were returned to the districts, Ms. Clark said, adding that the commissioner may seek "administrative and judicial remedies" against the company.

■ **Elementary students would learn about gun safety,** under a new program being considered by the Dade County Public Schools.

The National Rifle Association last year proposed a program to teach elementary students not to touch any gun they found, and to tell an adult about the weapon as soon as possible, according to Marion P. Hammer, a spokesman for the N.R.A.

Initially uninterested, Dade County officials say they are now rethinking the idea after reports that 30 children in the county have been killed this year while playing with guns, most often at home.

N.R.A. officials want the program to be offered statewide, but Education Commissioner Betty Castor has opposed the idea, according to a spokesman.

DIMENSIONS

A Wealth of Financial-Aid Misconceptions

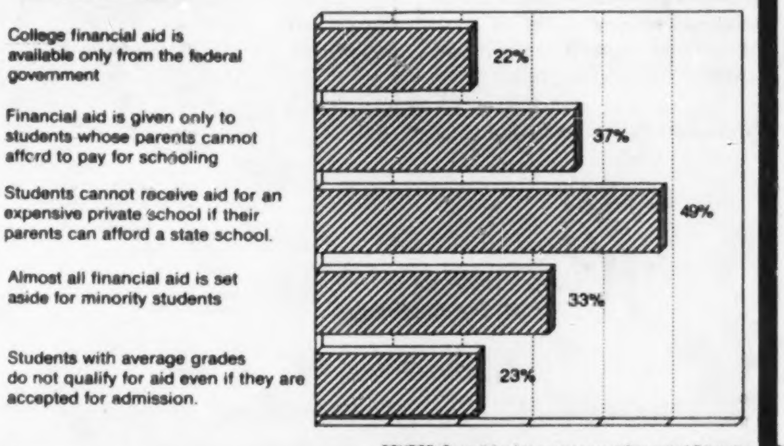
Mistaken beliefs about the costs of going to college—and the means available to help pay for it—may be a major factor in preventing many students from pursuing higher education, a new survey conducted for the Council for Advancement and Support of Education suggests.

The survey of 1,001 junior-high and high-school students and other young people found, for example, that most see college as considerably more expensive than it really is. Respondents estimated that the average annual tuition and fees at a four-year state college totaled $6,841, compared with the actual average of $1,566 as measured by the College Board. For four-year private schools, students estimated annual costs at $10,843, compared with the actual $7,693.

Moreover, many young people apparently do not realize how much financial aid is available. A substantial number of those polled agreed with or were unsure about a series of statements (below), each of which, CASE said, is incorrect.

More information on the survey, conducted by the Gallup Organization, is available from CASE, Suite 400, 11 Dupont Circle, Washington, D.C. 20036-1207.

Percentage of Students Who Believe That:



SOURCE: Council for Advancement and Support of Education

PEOPLE

■ Helping students develop the "judgment" they need for the "profession of citizen" should be the foremost aim of history instruction, the historian **Paul Gagnon** writes in the cover essay in the November issue of *The Atlantic*.

In answering the question posed by the title of the piece—"Why Study History?"—Mr. Gagnon argues that the subject, properly taught, makes clear that "the adventure of democracy, the struggle for liberty, equality, and human dignity, is a way of living, not a settled destination."

But the aims of civic education, he says, are often poorly served by American-history textbooks "overloaded with facts" and short on ideas and context.

The essay is based on a forthcoming book to be published by the Education for Democracy Project, a joint effort of the American Federation of Teachers, the Educational Excellence Network, and Freedom House.

■ **M. Lois Bostic** was "astounded" when black students in the tiny town of Gould, Ark., successfully petitioned the local school board to retain her as a librarian despite her use of a racial slur.

Ms. Bostic, who is white, said she "made a mistake" but meant no harm when she told a group of 6th graders that they were acting like "a bunch of poor, dumb niggers."

"I didn't realize that kids still took offense to using it as they did 20 years ago," said Ms. Bostic, who is a newcomer to Gould. She added that she had heard black students use the term in jest among themselves.

But the Sept. 27 incident touched off a furor that led 91 parents to sign a petition demanding Ms. Bostic's ouster.

On the day before she was scheduled to leave, however, Ray Rainey 3rd, the president of Gould's senior class, presented the board with a petition in her support signed by 124 of the town's 147 high-school students. "I think the people here are very proud" of the students' reasoned response, Ms. Bostic said.

■ **Joan Raymond**, whose two-year tenure as superintendent of the Houston Independent School District has been a stormy one, has signed a contract to serve for five more years.

Ms. Raymond will receive a one-time $20,000 expense account in addition to her $125,000 salary. Her base salary will rise to $148,000 by 1993.

Ms. Raymond, who is 52, has told the school board she will retire when the contract expires.

The board also agreed to establish, at a cost of $500,000, an annuity and life-insurance plan for the school chief that will begin paying her $65,000 annually when she reaches age 59. If she dies before the end of her contract, the district will receive $1.9 million as beneficiary of the policy.

■ The Boston School Committee, by an 8-to-5 vote, has agreed to renew Superintendent of Schools **Laval S. Wilson's** contract when it expires next June.

The length of the contract, salary, and other conditions are still to be worked out by Mr. Wilson and committee members.

Mr. Wilson, who became superintendent in 1985, had urged the school committee to to indicate as quickly as possible whether they would renew his contract.

Although some committee members have criticized Mr. Wilson for the slow pace of school improvements and his often-chilly relations with community groups, a majority argued that he could provide the system with much-needed stability. Mr. Wilson is Boston's ninth superintendent since 1972.

UPDATE

■ **The California State Board of Education has adopted elementary reading and language-arts textbooks that stress "real literature," rather than step-by-step skill development and drills.**

In doing so, the board followed the recommendations of the state curriculum commission.

However, the board also voted to approve two other programs—a remedial program used primarily by inner-city youths and the *Open Court Reading and Writing* series—that the commission had rejected. The two series are "consistent with the philosophy" of the commission, according to Bill Honig, the state superintendent.

The commission in July had recommended 23 K-8 reading and language-arts series that members said matched the state's curricular framework. In addition, it urged the board not to adopt any spelling textbooks or supplementary materials and proposed requiring publishers to add a "consumer warning label" indicating whether literary works had been abridged or adapted. *(See Education Week, Sept. 14, 1988.)*

■ **Jeffrey May, the New Jersey teacher who successfully challenged a state law requiring a moment of silence in public schools, has been awarded $180,000 in legal costs.**

Mr. May, a physics teacher at John P. Stevens High School in Edison Township, had joined several parents and students in challenging the constitutionality of the 1982 law, which mandated a "contemplative" moment of silence at the beginning of the day in public schools.

U.S. District Judge Dickinson R. Debevoise ruled this month that Mr. May and his co-plaintiffs were entitled to recover attorney's fees from the legislature because they were the prevailing parties in the suit. *(See Education Week, Jan. 8, 1986.)*

The suit, which became a lightning rod for the debate in a number of states over the constitutionality of such laws, was decided in favor of the plaintiffs at the district and appellate levels. The U.S. Supreme Court last year declined to hear a final appeal filed by two former New Jersey lawmakers.

■ **Police in suburban Cleveland have seized 2,500 doses of steroids apparently meant to be sold to adolescent athletes.**

Police officials in Mayfield Heights said the seizure of a dozen types of steroids and nearly 100 syringes was the first operation of its kind in the area. A man from whose house the drugs were seized was questioned and then released, they said.

In the wake of the incident, three local high schools are planning information sessions for students on the health risks of the muscle-enhancing drugs.

Although many educators acknowledge that the use of steroids is widespread at the high-school level, few such informational programs are currently in place. *(See Education Week, Oct. 12, 1988.)*

Correction

An article on playground safety in the Sept. 28 issue gave an incorrect price for a planning workbook published by the American Alliance for Health, Physical Education, Recreation, and Dance. The workbook, *Play for All Guidelines*, is available from the Reston, Va., group for $39.95. Its guide titled *Play Spaces for Children* costs $12.95.

DATABANK

Directory of Chief State School Officers

Alabama Department of Education
Wayne Teague
State Superintendent of Education
481 State Office Building · 501 Dexter Ave.
Montgomery, Ala. 36130
(205) 261-5156
Term of office: Appointed by the state board of education for a four-year term, Mr. Teague assumed office in October 1975 and is serving his fourth four-year term. Salary: $80,266

Alaska Department of Education
William G. Demmert
Commissioner of Education
801 East 10th St. · Pouch F
Juneau, Alaska 99811
(907) 465-2800
Term of office: Appointed by the state board of education with the concurrence of the governor and serves at the will of the board, Mr. Demmert assumed office in April 1987. Salary: $66,816

American Samoa Department of Education
Fuaileleo Pila Sunia
Director of Education
Education Building
Pago Pago · Tutuila 96799
(OS) 633-5159
Term of office: Appointed by the governor, Mr. Sunia began his term in 1985. Salary: Not available

Arizona Department of Education
C. Diane Bishop
Superintendent of Public Instruction
1535 West Jefferson St.
Phoenix, Ariz. 85007
(602) 255-4361
Term of office: Elected by popular vote for a four-year term, Ms. Bishop started her term in January 1987. Salary: $51,000

Arkansas Department of Education
Ruth Steele, Director
General Education Division
4 Capitol Mall
Little Rock, Ark. 72201-1071
(501) 682-4475
Term of office: Appointed by state board of education and serves at the will of the governor, Ms. Steele began her term in 1987. Salary: $67,470

California Department of Education
Bill Honig
Superintendent of Public Instruction
721 Capitol Mall · Sacramento, Calif. 94244
(916) 445-4338
Term of office: Elected by popular vote for a four-year term, Mr. Honig assumed office in 1983 and is in his second term. Salary: $72,500

Colorado Department of Education
William T. Randall
Commissioner of Education
201 East Colfax Ave. · Goldbelt Building
Denver, Colo. 80203-1705
(303) 866-6806
Term of Office: Appointed by the state board of education and serves at the will of the board, Mr. Randall began his term in 1988. Salary: $78,500

Connecticut Department of Education
Gerald N. Tirozzi
Commissioner of Education
165 Capitol Ave.
Room 308, State Office Building
Hartford, Conn. 06106
(203) 566-5061
Term of office: Appointed by state board of education and in his third term, which is concurrent with that of the governor, Mr. Tirozzi started his term in July 1983. Salary: $95,155

Delaware Department of Public Instruction
William B. Keene
Superintendent of Public Instruction
279 Townsend Building · P.O. Box 1402
Dover, Del. 19903
(302) 736-4601
Term of office: Appointed by the state board of education and serves at the will of the board, Mr. Keene started his term in July 1983. Salary: $87,000

District of Columbia Public Schools
Andrew E. Jenkins 3rd
Superintendent of Public Schools
415 12th St., N.W. · Washington, D. C. 20004
(202) 724-4222
Term of office: Appointed by the school board for a three-year term, Mr. Jenkins started his term in 1988. Salary: $83,010

Florida Department of Education
Betty Castor
Commissioner of Education
Room P.L. 116, Capitol Building
Tallahassee, Fla. 32399
(904) 487-1785
Term of office: Elected by popular vote for a four-year term, Ms. Castor began her term in 1987. Salary: $88,511

Georgia Department of Education
Werner Rogers
Superintendent of Schools
Twin Towers East · Capitol Square
Atlanta, Ga. 30334-5020
(404) 656-2800
Term of office: Elected by popular vote for a four-year term, Mr. Rogers began his term in 1986. Salary: $71,048

Guam Department of Education
Rosa Salas Palomo, Director
P.O. Box DE · Agana, Guam 96910
(OS) 472-8901
Term of office: Appointed by the board of education, Ms. Nelson began her term in 1988. Salary: Not available

Hawaii Department of Education
Charles Toguchi
Superintendent of Education
P.O. Box 2360 · 1390 Miller St., #307
Honolulu, Hawaii 96804
(808) 548-6405
Term of office: Appointed by state board of education and serves at the will of the board, Mr. Toguchi began his term in 1987. Salary: $76,000

Idaho Department of Education
Jerry L. Evans
Superintendent of Public Instruction
650 West State St. · Boise, Idaho 83720
(208) 334-3300
Term of office: Elected by popular vote for a four-year term, Mr. Evans started his term in January 1979 and is now serving his third term. Salary: $65,000

Illinois Board of Education
Ted Sanders
Superintendent of Education
100 North First St. · Springfield, Ill. 62777
(217) 782-2221
Term of office: Appointed by state board of education and serves at the will of the board, Mr. Sanders began his term in 1985. Salary: $96,750

Indiana Department of Public Instruction
H. Dean Evans
Superintendent of Public Instruction
State House · Room 229
100 North Capitol St.
Indianapolis, Ind. 46204-2798
(317) 232-6612
Term of office: Elected by popular vote for a four-year term, Mr. Evans began his term in 1985. Salary: $63,000

Iowa Department of Education
William L. Lepley
Director of Education
Grimes State Office Building
East 14th and Grand Streets
Des Moines, Iowa 50319-0146
(515) 281-5294
Term of office: Appointed by the governor and serves at the will of the governor, Mr. Lepley assumed office in 1988. Salary: $85,000

Kansas Department of Education
Lee Droegemueller
Commissioner of Education
120 East 10th St. · Topeka, Kan. 66612
(913) 296-3201
Term of office: Appointed by the state board of education, serves at the will of the board, Mr. Droegemueller started his term in 1987. Salary: $78,500

Kentucky Department of Education
John Brock
Superintendent of Public Instruction
1725 Capitol Plaza Tower
Frankfort, Ky. 40601
(502) 564-4770
Term of office: Elected by popular vote for a four-year term, Mr. Brock began his term in 1988. Salary: $58,101

Louisiana Department of Education
Wilmer S. Cody
Superintendent of Education
626 North Fourth St. · P.O. Box 94064
Baton Rouge, La. 70804-9064
(504) 342-3602
Term of office: Elected by popular vote for a four-year term, Mr. Cody began his term in 1988. Salary: $100,000

Maine Department of Educational and Cultural Services
Eve M. Bither
Commissioner of Education
State House · Station 23
Augusta, Me. 04333
(207) 289-5800
Term of office: Appointed by the governor for a four-year term, and serves a term concurrent with that of the governor, Ms. Bither began her term in February 1987. Salary: $64,825

Maryland Department of Education
Joseph L. Shilling
Superintendent of Schools
200 West Baltimore St.
Baltimore, Md. 21201
(301) 333-2200
Term of office: Appointed by the state board of education for a four-year term, Mr. Shilling began his term in 1988. Salary: $85,000

Massachusetts Department of Education
Harold Raynolds Jr.
Commissioner of Education
1385 Hancock St. · Quincy Center Plaza
Quincy, Mass. 02169
(617) 770-7300
Term of office: Appointed by the state board of education and serves at the will of the board, Mr. Raynolds started his term in June 1986. Salary: $77,546

Michigan Department of Education
Donald Bemis
Superintendent of Public Instruction
P.O. Box 30008 · 608 West Allegan St.
Lansing, Mich. 48909
(517) 373-3354
Term of office: Appointed by state board of education for a three-year term, Mr. Bemis started his term in 1988. Salary: $78,700

Minnesota Department of Education
Ruth E. Randall
Commissioner of Education
Room 712, Capitol Square Building
550 Cedar St. · St. Paul, Minn. 55101
(612) 296-2358
Term of office: Appointed by governor for a four-year term concurrent with that of the governor, Ms. Randall started her term in July 1983. Salary: $68,640

Mississippi Department of Education
Richard A. Boyd
Superintendent of Education
P.O. Box 771 · High St.
Jackson, Miss. 39205-0771
(601) 359-3513
Term of office: Appointed by the state board of education with a 4-year contract, Mr. Boyd assumed office in 1984 and is now serving his second term. Salary: $70,730

Missouri Department of Elementary and Secondary Education
Robert E. Bartman
Commissioner of Education
205 Jefferson St., 6th Floor · P.O. Box 480
Jefferson City, Mo. 65102
(314) 751-4446
Term of office: Appointed by the state board of education and serves at the will of the board, Mr. Bartman began his term in 1987. Salary: $70,368

Montana Office of Public Instruction
Ed F. Argenbright
Superintendent of Public Instruction
Room 106, State Capitol
Helena, Mont. 59620
(406) 444-3654
Term of office: Elected by popular vote for a four-year term, Mr. Argenbright began his term in January 1981. Salary: $30,672

Nebraska Department of Education
Joseph E. Lutjeharms
Commissioner of Education
P.O. Box 94987 · 301 Centennial Mall, South
Lincoln, Neb. 68509
(402) 471-2465
Term of office: Appointed by the state board of education with a three-year contract, Mr. Lutjeharms began his term in 1983. Salary: $76,956

Nevada Department of Education
Eugene T. Paslov
Superintendent of Public Instruction
Capitol Complex · 400 West King St.
Carson City, Nev. 89710
(702) 885-3100
Term of office: Appointed by the state board of education and serves at the discretion of the board, Mr. Paslov began his term in 1986. Salary: $62,928

New Hampshire Department of Education
John T. MacDonald
Commissioner of Education
101 Pleasant St. · State Office Park South
Concord, N.H. 03301
(603) 271-3144
Term of office: Appointed by the state board of education and serves at the discretion of the board, Mr. MacDonald started his term in December 1986. Salary: $62,528

New Jersey Department of Education
Saul Cooperman
Commissioner of Education
225 West State St. · Trenton, N.J. 08625
(609) 292-4450
Term of office: Appointed by the governor, with state Senate approval, for a five-year term, Mr. Cooperman assumed office in 1982. Salary: $95,000

New Mexico Department of Education
Alan Morgan
Superintendent of Public Instruction
300 Don Gaspar · Santa Fe, N.M. 87501
(505) 827-6515
Term of office: Appointed by the state board of education and serves at the discretion of the board, Mr. Morgan started his term in 1985. Salary: $60,930

New York State Education Department
Thomas Sobol
Commissioner of Education
111 Education Building · Washington Ave.
Albany, N.Y. 12234
(518) 474-5844
Term of office: Appointed by the state board of regents and serves at the discretion of the board, Mr. Sobol assumed office in 1987. Salary: $125,000

North Carolina Department of Education
A. Craig Phillips
Superintendent of Public Instruction
Room 318, Education Building
Edenton & Salisbury Sts.
Raleigh, N.C. 27603-1712
(919) 733-3813
Term of office: Elected by popular vote for a four-year term, Mr. Phillips started his term in January 1969. Salary: $68,972

North Dakota Department of Public Instruction
Wayne G. Sanstead
Superintendent of Public Instruction
State Capitol Building, 11th Floor
600 Boulevard Ave., East
Bismarck, N.D. 58505-0164
(701) 224-2261
Term of office: Elected by popular vote for a four-year term, Mr. Sanstead began his term in 1985. Salary: $47,000

Northern Mariana Islands Department of Education
Henry I. Sablan
Superintendent of Education
Education Building
Saipan, Mariana Islands 96950
(OS) 933-9812
Term of office: Appointed by the governor in 1979 and selected by the board of education in 1983, Mr. Sablan serves at the discretion of the board. Salary: Not available

Ohio Department of Education
Franklin B. Walter
Superintendent of Public Instruction
65 South Front St. · Room 808
Columbus, Ohio 43266-0308
(614) 466-3304
Term of office: Appointed by the state board of education and serves at the discretion of the board, Mr. Walter started his term in March 1977. Salary: $90,298

Oklahoma Department of Education
Gerald E. Hoeltzel
Superintendent of Public Instruction
Oliver Hodge Memorial Education Building
2500 North Lincoln Blvd.
Oklahoma City, Okla. 73105-4599
(405) 521-3301
Term of office: Elected by popular vote for a four-year term, Mr. Hoeltzel began his term in 1988. Salary: $55,000

Oregon Department of Education
Verne A. Duncan
Superintendent of Public Instruction
700 Pringle Parkway, S.E.
Salem, Ore. 97310
(503) 378-3573
Term of office: Elected by popular vote for a four-year term, Mr. Duncan took office in January 1975 and is now in his fourth term. Salary: $67,980

Pennsylvania Department of Education
Thomas K. Gilhool
Secretary of Education
333 Market St., 10th Floor
Harrisburg, Pa. 17126
(717) 787-5820
Term of office: Appointed by the governor and serves at the discretion of the governor, Mr. Gilhool began his term in 1987. Salary: $65,000

Puerto Rico Department of Education
Awilda Aponte Roque
Secretary of Education
P.O. Box 759 · Hato Rey, P.R. 00919
(809) 751-5372
Appointed by the governor and serves at the discretion of the governor, Ms. Roque began her term in 1985. Salary: $65,000

Rhode Island Department of Education
J. Troy Earhart
Commissioner of Education
22 Hayes St. · Providence, R.I. 02908
(401) 277-2031
Term of office: Appointed by the state board of education and serves at the discretion of the board, Mr. Earhart began his term in 1984. Salary: $91,000

South Carolina Department of Education
Charlie G. Williams
Superintendent of Education
1006 Rutledge Building · 1429 Senate St.
Columbia, S.C. 29201
(803) 734-8492
Term of office: Elected by popular vote for a four-year term, Mr. Williams began his term in January 1979 and is now serving his third term. Salary: $70,747

South Dakota Department of Education and Cultural Affairs
Henry Kosters
State Superintendent
700 Governors Dr. · Pierre, S.D. 57501
(605) 773-3243
Term of office: Appointed by state board of education and serves at the discretion of the governor, Mr. Kosters started his term in 1987. Salary: $40,317

Tennessee Department of Education
Charles E. Smith
Commissioner of Education
100 Cordell Hull Building
Nashville, Tenn. 37219
(615) 741-2731
Term of office: Appointed by the governor and serves concurrently with the governor's term, Mr. Smith started his term in January 1987. Salary: $75,000

Texas Education Agency
William N. Kirby
Commissioner of Education
William B. Travis Building
1701 North Congress Ave.
Austin, Tex. 78701
(512) 463-8985
Term of office: Appointed by the state board of education for a four-year term, Mr. Kirby began his term in 1984. Salary: $109,822

U.S. Virgin Islands Department of Education
Linda Creque
Commissioner of Education
Department of Education
44-46 Kongens Gade
St. Thomas, V.I. 00802
(809) 774-2810
Term of office: Appointed by the governor in 1987, Ms. Creque serves at the pleasure of the governor. Salary: Not available

Utah Office of Education
James R. Moss
Superintendent of Public Instruction
250 East 500 South
Salt Lake City, Utah 84111
(801) 533-5431
Term of office: Appointed by state board of education, with approval of governor, and serves at discretion of the board, Mr. Moss began his term in November 1986. Salary: $70,000

Vermont Department of Education
Richard P. Mills
Commissioner of Education
120 State St. · Montpelier, Vt. 05602
(802) 828-3135
Term of office: Appointed by state board of education, with approval of governor, and serves at the discretion of board, Mr. Mills began his term in 1988. Salary: $66,120

Virginia Department of Education
S. John Davis
Superintendent of Public Instruction
P.O. Box 6Q · James Monroe Building
14th & Franklin Sts.
Richmond, Va. 23216-2060
(804) 225-2023
Term of office: Appointed by the governor, and confirmed by the General Assembly for four years concurrent with the governor's term, Mr. Davis began his term in August 1979. Salary: $86,469

Washington Department of Public Instruction
Frank B. Brouillet
Superintendent of Public Instruction
Old Capitol Building, Washington & Legion
Mail Stop FG-11 · Olympia, Wash. 98504
(206) 586-6904
Term of office: Elected by popular vote for a four-year term, Mr. Brouillet began his first term in January 1973 and is now serving his fourth term. Salary: $62,800

West Virginia Department of Education
W. Thomas McNeel
Superintendent of Schools
1900 Washington St. · Building B, Room 358
Charleston, W.Va. 25305
(304) 348-3644
Term of office: Appointed by the state board of education and serves at the discretion of the board, Mr. McNeel began his term in 1985. Salary: $70,000

Wisconsin Department of Public Instruction
Herbert J. Grover
Superintendent of Public Instruction
125 South Webster St. · P.O. Box 7841
Madison, Wis. 53707
(608) 266-1771
Term of office: Elected by popular vote for a four-year term, Mr. Grover assumed office in July 1981 and is serving his second term. Salary: $68,608

Wyoming Department of Education
Lynn O. Simons
Superintendent of Public Instruction
Hathaway Building · Cheyenne, Wyo. 82002
(307) 777-7675
Term of office: Elected by popular vote for a four-year term, Ms. Simons began her term in January 1979 and is serving her third term. Salary: $52,500

SOURCE: Council of Chief State School Officers